

REPORT
ON THE
ADMINISTRATION
OF THE
UNITED PROVINCES OF AGRA AND OUDH.
1909-1910.



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REPORT
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PART I.
GENERAL SUMMARY.

1. The Honourable Sir John Prescott Hewett, K. C.S.I., C.I.E., Administration was Lieutenant-Governor of the United Provinces of Agra and Oudh throughout the year.

2. The report of the Royal Commission on Decentralization continued to engage the attention of the Government. Further devolution of powers has been carried out in the manner suggested by the commissioners and a number of points have been referred to the Government of India for their decision, intimation of which is still awaited. The decentralization commission.

3. The year was memorable for the passing of the Indian Councils Act, 1909, in which the long and anxious discussions of the past three years bore fruit. A brief summary of the main provisions of the Act, which aims at giving to Indians a larger political representation and wider opportunities for expressing their opinions on administrative matters, will be found in chapter III. The debates on the bill before its passage into law were followed in this province with keen interest, and the subsequent deliberations as to the method of giving effect to its provisions with regard to the constitution of electorates and the separate representation of Muhammadans were the subject of general comment. In the main the final shape taken by the regulations met with popular approval and gratitude was expressed for the measure of constitutional reform carried out. A great deal of interest was shown in the elections of members for the new council and in some cases well-fought contests took place. Several meetings of the enlarged council have been held and one budget under the new system has been passed. The rules of procedure laid down have for the present been found adequate to the altered conditions. It is too early yet to predict what will be the results of the change, but a quickened interest in administrative questions, both local and provincial, seems certain to be one. The Indian Councils Act.

4. The last administration report gave a detailed account of such measures of relief as were rendered necessary by famine conditions in parts of a few districts during the first half of the year 1909 until the arrival of the monsoon. It is unnecessary to recapitulate them here. Speaking generally, the year 1909-10 saw the return of this province to a condition of ordinary prosperity and the disappearance of the last traces of the spectre of famine. The rains of 1909 were copious, almost too copious at their commencement, and prolonged; and the outturn of the autumn crop was a good one, especially in the districts where rice is an important staple. The cold weather season was particularly favourable and the spring crop was a bumper one everywhere except in a few parts of the hill tracts where a little damage was caused by the drought in February and March. Prices responded gradually to the improved conditions, and a considerable fall from the Condition of the people.

high rates for food grains current at the beginning of 1909 was recorded before the end of the year. Nevertheless prices have not yet gone back to the rates which were considered normal at the beginning of the century.

The year was on the whole a healthy one and the number of deaths, though large, approximated to the usual figure. The great malaria epidemic of 1908 spent itself in the early months of 1909 and after that the death-rate from fever resumed normal proportions. It is disappointing to have to record that the hopes last year expressed regarding plague and its extermination were not fulfilled. By the end of 1909 the mortality caused by this scourge had again increased to a disquieting degree, particularly in the east of the province, though the deaths from this cause recorded in the year did not reach one quarter of the average number for the previous six years.

Land revenue

5. The land revenue demand for 1908-09 was much swollen by the suspensions of the famine year. Owing to the reappearance of scarcity in a few districts, collections could not be made in full, and a sum not far short of 50 lakhs had to be remitted or postponed; but the arrears of payments which had become due were small. Agricultural advances were not needed on anything like the same scale as in the preceding year, but over 30 lakhs of rupees were distributed mainly for the purchase of seed and plough cattle. Repayment of the outstanding loans made good progress, nearly half of the debt due at the beginning of the year being discharged. The causes which retarded the collection of land revenue were at work here also and considerable suspensions were found to be necessary as well as some small remissions. At the end of the year arrears due for payment represented about 13 per cent. of the demand. But it is very satisfactory to note that collections have improved greatly with the reaping of the two excellent harvests of 1909-10. By the end of September 1910 90 per cent. of the $2\frac{1}{4}$ crores of rupees recently advanced had been repaid, 3·8 per cent. having been remitted. Only 3 per cent. remained overdue which, it was anticipated, would be recovered in full. This is the final justification of the liberal policy adopted throughout the recent famine, that whilst it afforded all the help that could be required, it has resulted in no appreciable loss to the exchequer.

Settlement.

6. In three districts settlement operations were brought to an end and in one only was any assessment work still remaining. Preparations for revising the settlements of two districts in the near future were being made.

Land records

7. In the department of land records there is little to chronicle but a year of steady and improved work. Proposals for increasing the pay of certain grades of the staff and for local increases of establishment were under consideration. The staff being released from famine work was able to devote its whole time to its proper duties. This resulted in a marked raising of the standard both in recording and testing work, while the numerous changes of system made in the previous year were quickly assimilated and carried out.

Court of wards.

8. The court of wards had on the whole a prosperous year in 1908-09. Owing to the fact that several of its estates were situated in tracts affected by the sporadic scarcity revenue collections were not up to the high standard usually reached, and considerable suspensions and remissions had to be allowed. Collections were however quite satisfactory having regard to all

the circumstances. Over 28½ lakhs of debt, both principal and interest, were paid off during the year, while a much larger sum was available for works of improvement and utility than was the case in the preceding year. The record of the sixteen estates released in 1908-09 from the superintendence of the court is significant. Their rent roll when taken over was about 2½ lakhs annually. This was raised during the period of management to nearly 3½ lakhs. Over 11 lakhs of debt were liquidated and 3 lakhs spent on improving the properties, whilst over 2 lakhs were invested in land and securities or made over to the wards in the form of cash when their estates were given back to them. To effect this result the cost of management was only just over 8 per cent. of the income of the estates.

9. As was anticipated last year the check given to litigation by the famine was only temporary and was followed in 1908-09 by an enormous accession to the number of suits filed. In **Agra** the volume of rent litigation rose by over 21 per cent. and the number of suits for arrears of rent established a record. Suits for enhancement of rent and for ejectment rose in number greatly but the area from which ejectment was ordered declined. Litigation in **Oudh** rose correspondingly in quantity and suits for arrears of rent were more numerous than in any preceding year. Revenue courts in **Agra** had a very heavy task in dealing with a mass of nearly 480,000 cases, over 67,000 more than the previous year's total, and it is not surprising that the pending file rose by 9,000 at the end of the year. It is satisfactory that the area in which arbitrary ejectments of tenants is impossible rose once again by over 100,000 acres and was the largest yet recorded.

10. In **Bundelkhand** the Alienation of Land Act continued to work smoothly and its results so far have been those which it was intended to produce. Its success in **Bundelkhand** has led to a proposal to extend its provisions to part of the **Mirzapur** district where similar conditions prevail.

11. With the return of prosperity crime decreased by over 15 per cent. As might have been expected the numbers of burglaries and thefts show the greatest fall. But it is also remarkable that crime under the Penal Code was less than in any of the preceding twelve years. Some part of this result must be due to more intelligent work and better preventive action on the part of the police, the credit for which they are entitled to receive. It is specially gratifying that the number of dacoities fell to a normal figure after the bad outbreak in 1908, and hopes are entertained that this may be the prelude to a further decrease in the succeeding year. Thanks to the ready assistance given by the **Nepalese Darbar** and the Resident in **Nepal** some very successful operations for the suppression of border dacoity were carried out on the frontier of **Nepal** during the cold season of 1909-10. A system of reciprocating intelligence between the **British** and **Nepalese** police has also been tentatively introduced which it is hoped may go far towards settling this difficult problem of administration.

The behaviour of most criminal tribes was better than usual, but the **Sansiahs** of **Kheri** gave a great deal of trouble. The reformation of these unfortunate people will of necessity be a prolonged and very difficult task, but the Government has under consideration the opening of a settlement in **Kheri** under the management of the **Salvation Army**, similar to those already in existence at **Gorakhpur** for the **Doms** and for the **Haburas** at **Moradabad**.

In both these places the efforts of the Salvation Army have already met with some measure of success.

The strictness of the discipline maintained in the police force is indicated by an increase in the punishment roll; but on the other hand there is good work by the armed and mounted police to record and an improvement in quality of the railway police, while the officers of the Criminal Investigation department acquitted themselves successfully. The reallocation of the police has now been effected as far as is at present possible and almost all the reforms recommended by the Police Commission have been carried out.

Criminal justice.

12. The number of criminal trials, as the statistics of crime just quoted would lead one to expect, showed a decline in 1909. A very slight rise in Agra was more than counterbalanced by a decrease in Oudh. The quality of the crime displayed a marked difference from that of the preceding year, offences against property being much fewer while those against the person became commoner. The work in courts of session was lighter owing to the reduction in the amount of serious crime, and severe penalties were far less numerous, especially sentences of death and transportation. Cases were disposed of with greater despatch on the return of normal conditions, and appellate work was decidedly lighter than in 1908.

Prisons.

13. The floating population of jails, that is to say the number of short-term prisoners, was 13 per cent. smaller than in 1908, and the average daily population was over 2,000 less. The number of punishments maintained about the same proportion to the number of prisoners, but the great majority of these were warnings and petty penalties in connection with prisoners' work which is now far more strictly supervised than formerly. The cost of maintaining the prisoners fell by nearly 2½ lakhs, mainly owing to the cheapening of food grains, while the profits on jail industries showed a very substantial increase. The health of prisoners on admission was very poor indeed. Nearly everywhere a large number of them bore evident traces of the recent malarial epidemic, and it is satisfactory in these circumstances that the jail death-rate was slightly lower than that of the previous year.

The experiment, mentioned in the report of last year, of a special jail for juveniles at Bareilly, was initiated on April 1st, 1909. It is the first institution of its kind to be opened in India and it is hoped by its means to remedy a defect of prison discipline and the penal law, by which it has frequently happened that juveniles, during a term of imprisonment, become corrupted by their association with adult convicts. In this jail there is a special staff with no convict warders. Physical drill, moral and religious instruction, and the teaching of a handicraft are all features in the jail discipline on which great stress is laid. A central committee has been formed at Bareilly to supervise the future of released convicts, which will, in consultation with district committees, endeavour to secure for every convict a fair start in life again after his release and so help him to avoid a relapse into a career of crime.

Civil justice.

14. It is not surprising that, with the return of better times, a considerable increase in the number of suits filed in the civil courts both in Oudh and Agra should have occurred. Appellate work however, except in the High Court, again declined somewhat in volume. The average duration of suits remained the same in Agra, but was reduced in Oudh. The execution

departments of civil courts, though its work improved slightly, was again the subject of unfavourable comment on the part of the two supreme courts. Village courts for the disposal of petty suits declined in number in both provinces and did not seem to have augmented either their usefulness or their popularity.

15. Registrations shewed an unexpectedly large increase for which various causes have been assigned. The reorganisation of the department, by giving graded pay to sub-registrars, received the sanction of the Government of India and was introduced from April 1st, 1910. **Registration.**

16. A number of changes have been inaugurated in the working of municipalities as a consequence of the recommendations made by the Royal Commission on decentralization. Further progress in this direction cannot be attained till the existing law is modified and a draft bill is now under preparation with this object. The most notable change made was the substitution of non-official for official chairmen in 17 municipalities, and the appointment of the sub-divisional officer in place of the District Magistrate as chairman in outlying municipalities. The elections of the year attracted a slightly larger number of voters, and in some places keen contests took place. **Municipalities.**

The aggregate income of boards rose by over three lakhs, whilst their expenditure fell by a similar amount. Few boards made any changes in taxation pending the decision of the question whether octroi should be abolished.

Besides a share in the two annual grants for primary education and sanitary improvements made to the province by the Government of India, municipal boards received special grants from the Local Government aggregating over 1½ lakhs for education, sanitary purposes, water works and roads. Loans amounting to 8½ lakhs were given by the Government to various municipalities principally for drainage schemes and water works.

An outstanding feature of the year was the activity displayed on all hands with regard to questions of drainage. Expenditure under this head rose to nearly 7 lakhs. In six municipalities works were either finished or in progress; in seven others schemes have been sanctioned and in nineteen more plans have either been brought out or were under preparation. All the water works of the provinces gave satisfactory results, but an extension of the plant in some of the larger towns cannot much longer be delayed in view of the growing demand for water, and at Cawnpore a project estimated to cost 6 lakhs has already been drawn up. Besides all this, general sanitation received its full share of attention. At Cawnpore, Lucknow and Allahabad the improvement schemes under the trust funds established for the purpose made good progress. At Cawnpore and Lucknow the main scheme is the opening of a new road through the most congested part of either city and will, on completion, enormously improve the hygienic condition of the quarter it traverses. In Allahabad plans have been prepared and work was started on the scheme in May 1910.

Most town schools are now under the control of the district boards, but it is satisfactory to note that expenditure on education by municipalities rose by about 6 per cent.

Vital statistics for the year, though shewing a great improvement on those of 1908-09 were still somewhat discouraging. Births and deaths both

fell off in number and deaths exceeded births by over 6 per mille of the population, while infant mortality was still exceedingly high. It may be hoped that when the numerous improvements in the water supply, drainage and sanitary systems of municipal areas adverted to above have been completed, hygienic conditions will be so far improved as to result in a large decline from the gloomy figures of mortality reported at present in nearly every town in the province.

**District
boards.**

17. In pursuance of a suggestion made by the Royal Commission on decentralization, local committees of the district board were formed in the sub-divisions of most districts during the year. Interest in the work of the boards has been well maintained, though elections seem still to rouse very little enthusiasm among the electors. Both income and expenditure of boards remained almost stationary. Income amounted to 98½ lakhs and expenditure to 80½ lakhs so that the year closed with a substantial balance. There was a satisfactory rise under all the heads of earned income. Civil works and education were, as usual, the heaviest charges on the boards' finances and absorbed over three-quarters of their total outlay.

Expenditure on education was somewhat less than in the preceding year. In the main this was due to the Government having relieved boards of the necessity of paying grants-in-aid to English schools, but in one or two districts retrenchment was rendered necessary by the indiscreet zeal of the board in previous years which had outrun its resources. Education remained almost stationary. The numbers of schools and scholars indeed showed a decline in the primary sections. In so far as this is due to the efforts of boards to prevent waste of public money on worthless and inefficient schools, numbers of which have been closed, this result is wholly desirable, and may be regarded as the necessary prelude to a real improvement in the future. Where this decline was due to the desire of boards to improve, with the limited means at their disposal, the quality rather than the quantity of the instruction given, it is at least a sign of growing interest on the part of boards in what is perhaps the most important of their functions. The general question involved in this policy is as yet undecided and awaits solution in accordance with the experience of the different boards. The position of teachers is being slowly and steadily improved, a point of good augury for the future.

The dispensaries under the control of boards grew in number and popularity during the year and medical charges rose by a quarter of a lakh. Village sanitation on the other hand received very little attention and remained in the same backward condition remarked on in last year's report. Arboricultural work made good progress and the programme of new planting was successfully worked up to.

The year was generally a healthy one and the number of deaths was considerably below the total of either of the two preceding years; but the birth-rate was reduced by the effects of the recent epidemic of fever and births were still largely exceeded by deaths in district board areas.

Agriculture.

18. Public interest in the work of the agricultural department continued to increase, as was evinced by the steady demand for labour-saving implements, the questions asked in the legislative council and the number of inquiries made on agricultural subjects from the department. The year was favourable for tree planting and arboricultural programmes were successfully carried out. Sale of seed and its distribution through the agency of seed

dépôts continued on the same basis as in the preceding year. The well-boring staff was in continual demand and the results achieved by it were most satisfactory. The work of the agricultural college went on as usual and the buildings were nearly brought to completion. A number of agricultural shows were held in different parts of the provinces. Preparations were going on throughout the year for the United Provinces agricultural and industrial exhibition at Allahabad, by means of which it is hoped that the benefits of a more scientific system of agriculture will be brought home to all classes of the public while the possibilities of India as a market for agricultural machinery will be introduced to the notice of European manufacturers. The Government gardens at Lucknow and Saharanpur had a prosperous year and the demand for gardeners trained at both these institutions was greatly in excess of the supply.

19. There were severe losses from cattle disease, particularly rinderpest, in the province, but in view of the inaccuracy of the statistics of previous years, it does not seem that the year was specially unhealthy. A great improvement was noticeable in the correctness and promptitude of reporting outbreaks, which is so essential to the effective combating of cattle disease. Inoculation seems at last to have become generally popular and for the first time on record the demand for serum outran the supply. The number of veterinary assistants is being gradually raised and a special reserve of assistants at head quarters for dealing with emergencies was established. Breeding operations were carried on as usual and the buildings for the bull rearing farm in the Kheri district were begun. The cattle conference held at Lucknow in August 1909 attracted a great deal of interest. It was a thoroughly representative gathering and discussed all the locally important questions relating to the rearing and feeding of cattle and the distribution of dairy produce. The conference passed a number of resolutions and incidentally provided a fund of useful information for the agricultural and veterinary departments. Civil veterinary department.

20. The outstanding feature in the history of co-operative credit during the year was the effort made to extend truly co-operative principles by substituting independent societies for those affiliated to the central banks and entirely dependent on them, which have contributed up till now the commonest type of society in this province. The attempt met with decided success and the business of the banks did not suffer despite the change of system. Both the capital of the societies and their number increased. A great part of this rise took place in the ranks of rural societies, which shows that the substitution of the small, compact and really co-operative society for the larger and more unwieldy model is a real improvement. The financial condition of the societies was generally good: there was a brisk demand for loans, and repayments were nearly everywhere promptly made. Small urban societies of artisans, trades people and menial servants received a large accession to their numbers. Co-operative credit societies.

21. The revenues of the forest department showed a substantial increase thanks to the improvement in the timber market after the recent depression in trade. It will however be necessary to anticipate after a short time, an annual reduction in profits which will probably last for a long period. This is due to the present inflation of the supplies of dead wood owing to the effects of the drought of 1907 which will be followed by a Forests.

continuously reduced revenue until the losses sustained by the forests have been made good. Further recovery of trees after the drought took place in the forests of the plains, but there are many large blanks for the restocking of which plans are being formulated. The manufacture of catechu was carried on as usual, whilst the prospects of the turpentine and colophony industry were particularly encouraging owing to a rise in the price of both commodities. The year was on the whole a prosperous one: natural reproduction was generally good, especially in the case of sal, and fire protection, particularly in the western circle, was very successfully carried out.

**Manufactures
and trades.**

22. There was an increase of activity in the main industries of the province during the year. The number of hands employed in the cotton mills increased and a new mill was opened at Moradabad. The manufacture of lac at Mirzapur was carried out on a large scale and the improvement of the hand-loom weaving industry continued to engage the attention of the Government. There are now five weaving schools at work and several others are being started. Great hopes are entertained that the manufactures and industries of the province will receive a vigorous impetus from the exhibition at Allahabad.

Both imports and exports rose very greatly in volume as normal conditions were restored. The import of coal and coke nearly doubled and reached a record figure. All the usual commodities were imported in greatly increased quantities, the figures for salt and kerosene being the highest yet recorded. There was an increase of activity in the sugar trade, including the raw, refined and unrefined products, large quantities both leaving and entering the province. There was however a decided decrease in its import and a heavy rise in its export, the latter exceeding the former by 33 lakhs of maunds. Despite the shortage of the cotton crop the brisk demand resulted in larger outgoings, whilst the exports of gram, pulse and oilseeds all rose considerably, the demand for wheat continuing steadily throughout the year after the crop had been harvested.

Trade with Tibet improved during the year, imports showing a substantial rise which more than counterbalanced a further slight fall in exports. The Nepalese trade was also better, imports being the largest for six years, thanks to the abundant harvest obtained in Nepal. Of the exports cotton and sugar fell off, while salt, metals and tobacco went up. Improvements in the system of registering the traffic with Nepal were inaugurated during the year.

Public works.

23. The expenditure on buildings and roads amounted to 93 lakhs. The agricultural college at Cawnpore was nearly finished and the museum at Sarnath made good progress. A number of educational buildings were completed or under construction, amongst which the Lucknow school of design, the industrial schools at Gorakhpur and Lucknow, the carpentry school at Bareilly, the weaving school at Benares and the high school at Meerut may be mentioned. A new first-class police station at Lucknow was finished and the construction of the medical college there was begun, whilst the Canning college in the same city made rapid progress towards completion. One hundred and twenty-seven miles of new metalled roads were constructed in the year and 85 miles of new avenues were planted. The usual navigation works on the river Ganges were undertaken, nearly 300 miles of channel being demarcated and maintained.

24. The capital expenditure on canals fell again by over five lakhs and was principally devoted to protective works on the Betwa, Ken and Dhasan canals. The only productive work of any magnitude under construction was the Hathras branch of the Upper Ganges canal. The survey divisions were occupied on the Sarda feeder canal project, on the Nepalese frontier canals and in the Fyzabad and Mirzapur districts. The gross receipts again fell to not quite 111 lakhs, the net profits, after deduction of working expenses and interest charges, being 37 lakhs. The irrigated area again declined by 10 per cent. owing to the favourable seasons and the unusual rain at the end of April 1909, and was slightly below the average for the past nine years. The value of the crops raised by means of irrigation was estimated at nearly 8½ million pounds sterling.

Canals and
irrigation.

25. With the restoration of normal conditions it became possible to judge of the effect produced by the new provincial contract with the Imperial Government introduced in April 1908. Provincial revenues showed an improvement under all important heads, save irrigation, and this was accompanied by a fall under many heads of expenditure which had been raised to an abnormal figure in the previous year. Receipts were better by 10½ lakhs than the budget estimate, whilst expenditure was lower by more than 7 lakhs than had been anticipated. The year consequently closed with a balance more than double the prescribed minimum in amount. While the province has largely recovered from the effects of the recent famine it is clear that there is little margin under the terms of the settlement for much needed reforms.

Provincial
finance.

26. The excise revenue showed a slight recovery by over 2 lakhs from the depression of the past two years. The high price of food grains and materials for distillation, which prevailed at the beginning of the year, combined with the raising of the stillhead duty in several places and the initial unpopularity of the contract supply system to check consumption and reduce revenue. The new system of supplying country spirit was introduced in fifteen districts at the beginning of the year. There can be no doubt of its superiority to the old system both as regards the quality and price of the liquor supplied, the conditions of its sale and the supervision exercised over the whole process. But like most other innovations in India it was not popular at first. The very purity of the spirit and its lack of the pungency possessed by the inferior pot-still product was objected to by the public, while the restrictions on its sale were found irksome by the trade. But now that reasonable complaints have been attended to, it is expected that the new system will be better received and its benefits more appreciated. Despite considerable conversions from the outstill area, consumption rose by only about 6 per cent. and was still 10 per cent. less than the consumption of 1907-08 over a far smaller area. But it may be confidently anticipated that normal conditions will return in the current year and that they will be accompanied by a great increase in consumption.

Excise.

The licence fees and duty on hemp drugs both show a decrease, mainly owing to the disturbed state of the charas market consequent on a rumour that export of the drug from Yarkand was about to be stopped. The issue price of opium was raised at the beginning of the year and the revenue from its sale went up by nearly a lakh, chiefly because the system of official vend and of giving sale contracts by districts was abolished.

The accession to the strength of the preventive staff resulted in a great increase in the number of excise prosecutions. Several smart captures of contraband cocaine and opium were made and a number of smugglers were convicted and punished. The new Excise Act came into force early in 1910: the rules were then revised and the excise manual was rewritten.

**Stamps and
income-tax.**

27. The record receipts from the sale of stamps chronicled last year were surpassed by 10 lakhs in 1909-10, the total revenue amounting to over 110 lakhs. This was due almost entirely to the great demand for court-fee stamps. The expansion of litigation was ascribed to the return of prosperity and to the approaching conclusion of the extended period for filing certain mortgage suits. The latter cause has now ceased to operate.

There was a small decrease in the nett receipts from income-tax, due in the main to lower assessments on the profits of companies and on salaries paid by the Government.

Public health.

28. The year 1909 was a fairly healthy one. Following as it did on a very severe epidemic of malaria it is not surprising to find a marked decline in the numbers both of births and deaths, of births because the vitality of the population had been seriously impaired by fever, of deaths because so many of the aged, the infirm and the sickly had been carried off in the preceding year. The birth-rate fell to 33·32 per mille and the death-rate to 37·34; but despite its fall from the abnormal figure, 52·73, of 1908, this death-rate was still the highest of any province in India. Mortality amongst infants also fell to 241 per mille but was still above the average for the decennium 1891 to 1900. Investigations made in Cawnpore by a lady doctor showed that this was very largely due to the unclean methods of native midwives, and the Government has under consideration the possibility of training them in more scientific or at least more cleanly ways. Mortality from cholera and small-pox was relatively small and though plague became active at the close of the year, the number of deaths caused by it, except in the east of the province, was not large. The death-rate from fever returned to the normal, but the preventive measures against malaria detailed in last year's report were actively carried on.

Medical relief.

29. The number of dispensaries was augmented by twenty during 1909 and that of patients treated by over a quarter of a million. This increased attendance in a comparatively healthy year is a gratifying sign, indicating as it does the growing popularity of dispensaries, in which those for women more than maintained their share. The income of hospitals and dispensaries shewed a substantial increase, every source of revenue expanding, while nearly five lakhs were expended on buildings and repairs, to which the Government contributed its share by making special grants for improvements to dispensaries. The year closed with a large sum invested to the credit of the hospital funds.

Sanitation.

30. Sanitation during the year under report made a great advance especially in the large municipalities, whose activities in this matter have been already described above. The large fairs of the year all passed off without any outbreak of disease with the exception of the Adhkumbh fair at Hardwar, where cholera appeared and lasted intermittently for a month. The sanitary board held nine meetings during the year and passed projects with estimates amounting to over 15½ lakhs.

31. Expenditure on vaccination was about the same as in the previous year, but the number of vaccinations declined considerably. The poor health of the public owing to the recent malarial epidemic and the decline in the birth-rate were assigned as the causes of this; but the results attained cannot be regarded as entirely satisfactory and it may be hoped that more activity in this direction will be displayed in the present year. **Vaccination.**

32. From the standpoint of education the year was somewhat disappointing and but little advance was made in any direction. Expenditure on the department rose by nearly nine lakhs of rupees, but in spite of this a decided decline in the number both of institutions and scholars occurred. The sanction of the Secretary of State was received to the scheme for establishing a government model high school in each district and this change was immediately carried out. The first examination for the newly instituted school leaving certificate was held with complete success. The result of the examination was encouraging, and it appears that the course has been most beneficial to teachers no less than pupils. It is regrettable that in several other examinations the results were less satisfactory, the standard attained by the candidates being much lower than that of the previous year. **Education.**

An important scheme for providing the Allahabad University with suitable buildings took shape during the year. An appeal made by the Chancellor for a building fund met with a liberal response and the foundation stone of the Senate Hall was laid by the Lieutenant-Governor on January 17th, 1910. Plans for the other buildings have been prepared and they will be proceeded with as funds permit. The general condition of the University's finances however is still precarious and an endowment fund for ordinary expenses is urgently required. A normal expansion took place in the number of collegiate students and despite a considerable addition to the teaching staff, the resources of colleges were greatly taxed to meet the demands made upon them. Accommodation for students underwent much improvement and a number of new laboratories and hostels for boarders were built.

Secondary schools rose in number slightly and their enrolment was somewhat increased, which was naturally accompanied by an augmented expenditure under this head. New buildings to accommodate the rising number of scholars are springing up all over the province. It is in primary education that the great decline already mentioned has taken place. Various causes have been assigned for this; but they do not appear, either separately or collectively, to give a full explanation of what has occurred, and it is difficult to avoid the impression that the true cause may be some defect in the system of instruction itself. A full enquiry is to be held into the matter. It is to be hoped that the reasons for the setback in primary education will be ascertained, and that a remedy will quickly be found for the present inefficiency of this branch of the department's work.

The supply of teachers was on the whole found to be sufficient, though complaints as to the standard of English attained by teachers in high schools were still common. District boards are doing what they can to increase the numbers and the pay of the teachers in their employ.

The proposed scheme for the extension of industrial and technical education was approved by the Secretary of State with the exception of the

school of chemical technology. Four new technical schools have now been completed and several more are under construction. Popular interest in technical education continued to expand.

The outlook for female education was not very encouraging. Another heavy fall occurred in the number of little girls attending boys' schools and it is evident that this scheme is unpopular and doomed to failure. On the other hand the number of purely girls' schools increased as well as that of the scholars attending them. But the depressing fact remains that female education, if it has not lost ground, can hardly be said to have made any real advance or to have displayed many signs of vitality. The problem of finding suitable teachers still raises great difficulties, but the number of women undergoing training as mistresses was far larger than in 1908-09.

The popularity of athletics is in no way diminished and has spread to the lowest stratum of schools, but it appears that care will have to be taken to foster a healthy love of sport for its own sake and prevent athletics from degenerating into mere athleticism.

**Literature and
the Press.**

33. The literary output of the year was more voluminous than that of 1909, but few works possessing any claim to distinction, save one or two treatises on biography and literature, made their appearance. The tone of the vernacular press was milder than it had been in the previous year and warnings to editors had not often to be resorted to, while only one press prosecution took place.

Archaeology.

34. Nearly half a lakh of rupees was spent on the conservation of Muhammadan monuments. The restoration of Akbar's palace and other parts of the fort at Agra was nearly completed, while repairs were in progress at Fatehpur-Sikri and Bhitargaon. A number of buildings were taken under the protection of the Government.

Exploration was almost at a standstill : no new work was undertaken, but the excavations at Bhita, which had been commenced in the previous year, were carried on.

PART II.

DEPARTMENTAL CHAPTERS.

CHAPTER I.—PHYSICAL AND POLITICAL GEOGRAPHY.

1—Physical Features, Area, Climate and Chief Staples.

(See pages 1 to 4 of the report for 1901-02.)

2—Political.

(For details see the annual reports on the administration of the Rampur and Tehri States.)

RAMPUR.

1. The finances of the state continue in a sound condition. The cash balance from last year amounted to 9 lakhs and there was a surplus at the close of the year of $10\frac{3}{4}$ lakhs. Collections totalled $40\frac{1}{2}$ lakhs, leaving a balance of nearly 4 lakhs unrealised. This was mainly due to arrears of land revenue, which has still to be recovered from the famine year. Over one lakh of such arrears has been collected during the year and nearly half the remainder secured by instalments.

Revenue and
administra-
tion.

2. In November 1909 His Honour the Lieutenant-Governor paid a visit to Rampur. In August 1909 His Highness the Nawab attended a meeting at Allahabad in connection with the forthcoming Exhibition and subscribed Rs. 20,000 to its funds. In January 1910 His Highness attended the first meeting of the new Legislative Council at Allahabad.

General.

3. As a result of the bountiful monsoon rainfall the area under cultivation went up from 375,991 to 383,058 acres, but this area is still less by over 5,000 acres than that under the plough in 1907-08. The autumn harvest was generally good, with the exception of some slight damage to the maize and rice, whilst the spring crops, helped by timely cold weather rain, were no less satisfactory.

Agriculture.

4. The sugar factory on the Hadi system installed in the preceding year has proved a distinct success. Despite some vicissitudes and accidents, which experience will enable the managers to guard against in future, and a rather slack demand for sugar in the market, profits amounting to over Rs. 16,000 on the year's working were made, a return of nearly 30 per cent. on the capital.

General condi-
tion of state
and people.

During the year the distillery system has been introduced into the state. A central distillery has been built and the requisite staff organised. The working of the new system has been satisfactory and has resulted in an increased profit to the state of Rs. 20,000.

Excise.

Crime shewed a decided diminution owing to the easier agricultural conditions, the number of cases reported falling from 1,568 in the previous year to 1,004. This decrease is especially noticeable in the case of burglaries, thefts and dacoities. Relations with the British police continued to be satisfactory.

Police.

5. There was no plague in the state throughout the year, but a severe epidemic of malaria visited it between July and September 1909. The vital statistics were even less satisfactory than those of the previous year, since the excess of deaths over births was 4,000, a result which may be attributed to the high mortality from fever. The vaccination department maintained its standard of efficiency. The attendance at the Sadr hospital increased substantially, whilst at the female hospital it fell off.

Medical.

6. The cost of public instruction to the state was Rs. 61,370 for the year. The number of scholars on the rolls of the various schools shews a small increase in nearly every case, but the high school did not do quite so well in the matriculation examination as it did last year, only 5 out of 14 candidates

Education.

proving successful. The seven girls' schools have proved a complete failure and been abolished.

TEHRI.

7. The gross revenue of the state amounted to Rs. 6,80,479 against Rs. 6,21,393 in the previous year, whilst the expenditure shewed an increase of nearly 3 lakhs and totalled Rs. 8,66,317. This was due to a loan of 2½ lakhs made to a relative of His Highness the Raja. The closing balance was 14 lakhs.

The seasons were not very favourable, both rain and snowfall being below the normal. In consequence, neither of the harvests was up to the average : but no distress was experienced and it was only found necessary to advance takavi to the extent of Rs. 2,200. The prices of all food-grains fell considerably, while the general health of the people was good, no epidemic of any kind occurring. The dispensaries made good progress with their work and the number of vaccinations shewed an increase. In October 1909 His Honour the Lieutenant-Governor of the United Provinces paid a visit to the Raja. In commemoration of this visit a new school, the Hewett Sanskrit Pathshala, was started, and the ceremony of opening the new Campbell boarding house was performed by His Honour. The other schools of the state continue to do good work. The state corps of Imperial Service Sappers are making progress in efficiency. His Highness attended the first meeting of the new Legislative Council at Allahabad in January 1910.

3—Historical Summary.

4—Form of Administration.

5—Characters of Land Tenures and System of Survey and Settlements,

6—Civil Divisions of British Territory.

7—Details of last Census—Tribes and Language.

(For sections 3 to 7 see pages 4 to 36 of the report for the year 1901-02.)

8—Changes in Administration.

8. There were no changes.

9—Relations with Tributary States and Frontier Affairs.

9. In consultation with the Government of Nepal a better demarcation of the frontier, where it adjoins the Kheri district, was carried out. A dispute between the state of Tehri Garhwal and the neighbouring states regarding some frontier lands was adjusted by an officer of these provinces working jointly with one deputed by the Government of the Panjab.

10—Condition of the people.

(For details see the annual report on the revenue administration by the Board of Revenue for 1908-09.)

General.

10. The year 1908-09 was attended by an almost general recovery from the famine conditions recently prevailing, though in parts of six districts relief operations had to be temporarily renewed. The monsoon appeared about the middle of June and extended over the whole of the provinces early in July. Speaking generally, the rains were copious and well distributed, but they were somewhat too heavy in the western districts in July and August and rather too light in September, whilst in the east and north-east of the provinces there was a deficiency throughout the rainy season. Despite this the area sown with autumn crops exceeded that of the previous year by 180,000 acres and was above the normal by 4 per cent. The area would have been much higher had not great difficulty been experienced in transplanting the late rice. These figures testify to the anxiety of the people to replenish their exhausted food supplies. The cold weather rains were badly distributed, the

two falls in January and February being confined to the western districts and Bundelkhand, whilst Oudh and the eastern divisions received scarcely any. But the sowings for the spring harvest suffered most from the terrible epidemic of malaria which in many parts stopped field work though the soil was rapidly drying. This reduced the total area sown to only 85 per cent. of the normal and in many districts it fell below 75 per cent. There was an abnormal burst of rain in April over the whole of the provinces, as much as 2 to 4 inches being recorded in places, which came just about harvest time and did more harm than good. Hot weather crops were not nearly so extensively sown as in the two previous years, showing that the tension after the famine was being relaxed. The monsoon of 1909 was copious, well distributed and prolonged to its full period.

Plague was not prevalent until September 1909, but after that month it shewed a marked increase and throughout the cold season caused many more deaths than it had done during the previous year, especially in a few of the eastern districts. Cholera did not make its appearance in epidemic form, but the worst visitation of malaria experienced in the provinces since 1879 raised the death-rate for the year to over 41 per mille and carried off nearly one million people between October and December. Some idea of the mortality caused by this scourge may be formed from the fact that the total number of deaths attributed to it in this quarter was far more than double that recorded during any of the succeeding quarters of 1908-09.

11. The autumn harvest of 1908 gave a fairly good outturn. Maize and the small millets generally were up to the normal: *bajra* and *juar*, except in a few instances, gave satisfactory results. But early rice was fair only in the western districts, being but moderately successful elsewhere, whilst late rice did not do well in any district. The cotton and sugarcane crops also produced only three-fourths of a normal yield. None of the spring crops came up to the average, barley giving 85, wheat and gram only 80 per cent. of the normal, and opium and linseed were slightly less productive. The late rain too caused widespread injury to the quality of the grain even after it had been harvested.

Crops, prices
and trade.

The trade returns shew a revival of exports after the famine, though this was not constant throughout the year. But after the autumn harvest of 1908 the export trade became much brisker, and between October 1908 and March 1909 no less than $7\frac{1}{2}$ million maunds of grain and pulse other than wheat left the provinces. The nett export of wheat for the year was about 2 million maunds. Prices during the year fluctuated owing to the varying prospects of the harvests. Despite a general drop after the famine rates which had prevailed so long, they continued decidedly high, wheat even showing a tendency to rise until January 1909: and at the end of the year they had not returned to the normal level. The cheapest rates quoted were, for wheat 12 sers, for barley $17\frac{3}{4}$, for maize 22 and for gram 15 sers.

CHAPTER II.—ADMINISTRATION OF THE LAND.

11—Realisation of the land revenue.

(For details see the annual report on the revenue administration by the Board of Revenue for 1908-09.)

Total demand and collections.

12. The total demand from all sources of income under the administration of the Board of Revenue was nearly 11 crores of rupees, to be precise 1,092 $\frac{3}{4}$ lakhs, as compared with 905 $\frac{1}{4}$ lakhs in 1907-08. The main increases were in the arrear demand of land revenue and in the demand of both principal and interest for agricultural loans. The real demand was 1,091 lakhs of which 33 $\frac{1}{4}$ lakhs were remitted. Collections totalled 994 $\frac{3}{4}$ lakhs, 68 $\frac{1}{2}$ lakhs remaining unpaid. The last-named sum consisted mainly of suspended land revenue and agricultural advances.

Land revenue.

13. At the beginning of the year the total amount of land revenue for collection was Rs. 7,37,90,419. To this sum Rs. 32,582 were added whilst Rs. 1,18,829 were deducted from it, leaving a nett demand of Rs. 7,37,04,172. The total collections fell short of this by 46 $\frac{1}{2}$ lakhs, but of this sum over 25 lakhs were remitted and 20 $\frac{1}{2}$ lakhs suspended or postponed. The real uncollected balance was only Rs. 87,000, a large part of which was collected after the close of the year. This result is highly satisfactory.

Rates.

14. The demand for rates, including arrears, was Rs. 70,06,798. This demand was collected in full in all but 15 districts and the arrears altogether amounted to little more than Rs. 12,000, mostly in respect of mahals where no land revenue was collected.

Advances.

15. Advances were naturally not needed to the same extent as in the previous year, when the unprecedented sum of over 280 lakhs was distributed; but there was still a large and abnormal demand, particularly in those districts which received but a scanty share of the monsoon rainfall. Nearly 31 $\frac{1}{2}$ lakhs were advanced during the year, 7 lakhs being for permanent improvements and the remainder in temporary loans. These loans were needed chiefly for the sowing of the spring crop of 1908-09, 18 $\frac{1}{4}$ lakhs being distributed for seed alone. But a large sum of over 4 $\frac{1}{4}$ lakhs was wanted for purchase of cattle, the losses of agricultural stock having been very heavy in many districts of late years. The number of masonry wells completed within the year was 6,236 and nearly 1,100 were repaired.

At the beginning of the year the principal of the outstanding loans was 253 $\frac{1}{2}$ lakhs, which the new advances raised to nearly 285 lakhs. Of this sum 123 lakhs were collected and 7 $\frac{1}{2}$ lakhs remitted. The arrears of the amount actually due for collection totalled 36 $\frac{1}{2}$ lakhs, but out of this sum the repayment of nearly 16 lakhs was formally suspended or postponed. At the end of the year the balance of arrears represented about 13 per cent. of the demand, excluding the remissions. During the year 1909-10 collections improved greatly and at its close 197 $\frac{1}{2}$ lakhs out of 219 $\frac{1}{2}$ lakhs advanced during 1907-08 for temporary purposes had been repaid, a little over 8 lakhs had been remitted and only 6 $\frac{2}{3}$ lakhs were overdue. It was anticipated that the balance would be collected in full.

Coercive processes

16. The number of coercive processes issued shewed a very considerable increase, being nearly double that of the previous year. This is partly due to the fact that it was a difficult year for revenue collections; but the circular orders of the Board of Revenue, issued in the previous year, by which was checked the irregular use of single citations and warrants for several defaulters at once, have also contributed to this result. The number of warrants for arrest, 8,694, exceeded the figure of the past year by over 4,000, for the same reasons. Attachments of moveable property do not show so large an increase in proportion and they were followed by sale on only 121 occasions. In 20 cases shares were transferred and one sale of immoveable property was resorted to. Considering the large arrears of revenue and advances for collection, it does not appear that any undue amount of legal pressure was employed, particularly as the figures have been affected by the orders of the Board of Revenue noticed above.

12—Surveys.

The survey branch of the Land Records department having been abolished in the previous year, there is nothing to record under this head.

13—Settlements.

17. Settlement operations were in progress in four districts during the year and in three of these they were brought to a conclusion before its close. In Moradabad and Banda some assessment work still remained to be done. In Moradabad the assessment of parganas Hasanpur and Amroha, in Banda that of parganas Mau and Karwi, was completed and sanctioned. In Azamgarh only cases and appeals remained for decision. The final settlement reports of Moradabad, Azamgarh and Hamirpur were submitted for the orders of the Government during the year : that of Banda was submitted after its close. In Moradabad alone some work connected with the fairing of records remained. In the Jhansi district the first quinquennial revision of assessment under the fluctuating system took place. It resulted in a small reduction of the demand in pargana Jhansi and a still smaller enhancement in pargana Moth. The proposal to revise the settlement in Fatehpur before the expiry of the extended term was approved by the Local Government and submitted to the Government of India. Steps have been taken for beginning the re-settlement of the Etawah district; the present term will expire in June 1913.

Districts under
settlement.

18. New cases instituted in the settlement courts amounted to 1,646, besides which there were 6,825 cases pending from last year. Of these 8,444 were decided, 27 cases being left for disposal.

Case work.

19. The cost of operations during the year was Rs. 78,557. The new assessment in Moradabad produced an increase of over 24 per cent. in the demand, whilst in Banda it resulted in a small decrease of less than 1 per cent.

Cost.

14—Land Records.

(For details see the annual report on the administration of the land records for 1908-09.)

20. The Secretary of State's sanction was awaited to the proposals made for regrading on a higher scale the pay of sadr and supervisor kanungos. It is hoped that if this be approved much of the present difficulty in obtaining suitable candidates will disappear.

Establishment.

21. The scheme for the revision of patwaris' circles in Azamgarh was completed and submitted for sanction. A proposal for making a large addition to the staff of patwaris in Gorakhpur has been approved by the Board of Revenue and is now being worked out in detail. Fifteen patwaris were promoted to posts of assistant registrar, assistant sadr kanungo and supervisor kanungo. The number of patwaris holding the patwari school certificate increased slightly to 93.4 per cent. The proportion of resident patwaris which fell last year, has risen again to nearly 80 per cent. the figure at which it previously stood. Attention is being paid to this important matter and continued improvement may be anticipated.

Patwaris
(village
accountants).

22. Village records were submitted with much greater punctuality than in the previous year. Testing of the records by supervisors was satisfactory, the prescribed minimum being in nearly all cases checked, and in some districts considerably more than this was done. The testing of supervisors' work by superior officers was again satisfactory. During the cold weather two special officers were deputed to test the records of the Gorakhpur district and it is hoped that their inspection and report will result in marked improvement in the local records.

Testing of
papers

23. The maps of both provinces of Agra and Oudh were generally reported to be up to date. In Pilibhit, parts of Bundelkhand, Ballia, Basti and Moradabad special difficulties in this connection are receiving special attention.

Maps.

24. Concealment of rents was reported from twelve districts. In Gorakhpur a further concealment of over half a lakh came to light. The

Concealment of
rents.

register of proprietary shares continues to show substantial improvement in both Basti and Gorakhpur.

25. Circle and tract registers were prepared by the special staff in the districts of Etah, Meerut, Bulandshahr, Gonda, Rae Bareilly, Kheri and Sitapur. Pargana handbooks were issued for the whole or part of Jalaun, Moradabad, Hamirpur, Banda and Pilibhit.

15—Waste lands.

There is nothing of importance to record.

16—Government estates.

(For details see the annual report on the revenue administration by the Board of Revenue for 1908-09 and the separate reports for 1908-09 on the administration of special government estates in the Kumaun division.)

Minor estates.

26. The number of state properties fell from 624 to 611. Four new properties were acquired and 17 disposed of, the latter mainly under the Jhansi, or the Bundelkhand Encumbered Estates Acts.

The current demand, including that of the Dudhi estate, was Rs. 3,36,371, a decrease of over Rs. 13,000 as compared with the previous year. The total collections of current and arrear demand were much improved, 88 per cent. of the demand being realised. At the end of the year there was a nett profit to the Government, after deducting all expenses, of Rs. 1,62,424.

Dudhi.

The Dudhi estate enjoyed a favourable season and the tenants recovered quickly from the distresses of the famine year. Nearly the whole rental demand of Rs. 21,923 was collected and more than double this sum in repayments of advances. Expenditure on improvements was increased, the road to the nearest railway being pushed on and some new schools opened. The balance to the credit of Government was Rs. 5,266 on the year's working.

Tarai and Bhabar estates

27. The year was a good one for the Tarai and Bhabar estates in the district of Naini Tal. Both the income and closing balance were record sums, the latter being no less than Rs. 3,19,457 against Rs. 2,08,703 in the previous year. Of the rental demand, Rs. 6,91,497, all but Rs. 6,251 was collected and of the balance nearly Rs. 2,000 were remitted. The autumn crops did well and the harvest was up to the normal, but owing to the shortness of the cold weather rains the spring harvest suffered somewhat and produced only about 80 per cent. of the average outturn. The year was more unhealthy than the past one and over 9,000 deaths were recorded, this number exceeding that of the births by 2,670. This was chiefly due to a bad outbreak of cholera in the Haldwani circle and to malaria. The experiments with a view to clearing and improving wells in the Tarai were continued and had a greater measure of success than previously. The estate forests again shewed an improvement in income.

The Almora Bhabar estate produced receipts to the amount of Rs. 13,725, the nett balance being Rs. 3,448. The spring harvest was somewhat poor but the autumn crops were good. Fever and dysentery were prevalent.

The profit on the Garhwal Bhabar estate was Rs. 11,494 and almost the whole of the demand, Rs. 26,165, was collected. Neither harvest was up to the normal, but the condition of the tenantry continued to be satisfactory and the public health was good.

17—Wards estates.

(For details see the annual report on the operations of the Court of Wards for 1908-09.)

28. During the year 19 estates were taken under the charge of the Court of Wards and 16 were released from its surveillance. At the end of the year there were 180 estates under its management, with a rental demand of 99½ lakhs.

29. The estates of Rao Narsingh Rao in Etawah and of M. Ashfaq Ahmad in Bareilly, with the Khaira estate in Mirzapur and the Parhauna estate in Rae Bareilly, were the most important taken under management. Of those released the Sahawan estate in Etah, the Gopal Khara estate in Lucknow, the Chandaniah estate in Rae Bareilly and the Bhilwal and Bishunpur estates in Bara Banki may be mentioned.

30. The gross receipts amounted to Rs. 1,37,53,141 and the total expenditure to Rs. 1,21,68,544, leaving a cash balance of nearly 16 lakhs to the court's credit. Of the sum expended 42½ lakhs represent government revenue and 8½ lakhs the cost of management, while 16 lakhs were spent on the maintenance of wards, 28½ lakhs on liquidation of debts, 6½ lakhs on improvements, 6½ lakhs on the purchase of land and other investments, and over half a lakh in advances to tenants. In addition to this over Rs. 80,000 were made over to proprietors on the release of their estates.

31. Though the year was generally one of recovery from the famine, neither harvest was up to the normal over the whole province and in many districts there were heavy losses. This, combined with the heavy arrears of the previous year, made it impracticable to hope that a very high proportion of collections would be made. From the current demand nearly 10 lakhs must be subtracted for remissions, suspensions and advance collections. Of the remainder, which totalled nearly 90 lakhs, 89 per cent. was collected, and of the arrear demand which exceeded 28½ lakhs, 46·5 per cent. was collected. The total collections, for both current and arrear demands, amounted to 103·7 per cent. of the recoverable current demand. Considering the agricultural conditions prevailing this may be regarded as a satisfactory result.

32. Nearly 1½ lakhs on account of land revenue were remitted by the Government and the payment of Rs. 30,000 was suspended. With the exception of these items and a small arrear of Rs. 3,000 in the Sikri estate of the Jalaun district, the whole of the current government demand was paid in full, and in addition over 3¼ lakhs of the demand suspended from the previous year were discharged.

33. The cost of management stood at Rs. 8,78,434, giving an incidence of 8·1 per cent. on the gross income. Contributions for superior supervision under Act X of 1892 were further reduced by the Government to 1½ per cent. in estates under the special scheme of management and 2½ per cent. in estates under the ordinary scheme. The incidence of the cost of management was generally kept below 10 per cent. except in Ballia and Kheri.

34. The total liabilities of estates under management stood, in the beginning of the year, at Rs. 1,60,66,618. Payments amounted to Rs. 28,53,381 against Rs. 40,71,608 made in the previous year. This decrease was only nominal, being due to the fact that the debts owed by the Ajodhya estate had been replaced in the previous year by loans at a lower rate of interest. The closing balance was Rs. 1,56,61,430 which includes over 5 lakhs owed by estates newly brought under the management of the court.

35. Thanks to easier financial conditions a larger sum could be devoted to improvements. The total expenditure under this head was 6½ lakhs; but if government loans for aided relief works be deducted, the total is reduced to 5½ lakhs. But this sum is an increase of nearly Rs. 85,000 on the amount expended in the previous year. Over a lakh of rupees was spent by the court on wells, tanks and embankments which protect more than 18,000 acres of the estates.

36. Rupees 48,822 were spent in sanitation and medical aid. Six dispensaries were entirely maintained by the court on its estates and all did useful work. One new dispensary was finished during the year and another was nearing completion. The year was not a healthy one, and quinine and cholera pills were distributed largely. Measures for the prevention of plague were taken by some estates. Vaccination was vigorously carried on.

The cost of education amounted to Rs. 45,705, 106 schools, including 5 for girls, being maintained by the court.

37. The condition of co-operative credit societies working in the court's estates showed a slight improvement, but the general standard is still low compared with those working outside the estates. Societies in Agra,

Estates taken
over and
released.
Financial.

Rent collec-
tions.

Land revenue

Cost of
management.

Repayment of
debts.

Improvements.

Sanitation and
education.

Agricultural
banks.

ADMINIS-
TRATION
OF THE
LAND.

Litigation.

Audit of
accounts.

Mainpuri, Etah, Banda, Jaunpur, Azamgach, Unao, Fyzabad and Sultanpur were reported to be either satisfactory or promising well.

38. The court of wards was engaged in 18 suits during the year whose value was over Rs. 10,000. Four of these were won; four were decided partially against the court; one was compromised and nine were pending at the end of the year. Of the 17 appeals, 6 were won, 3 lost, one compromised, one withdrawn and six left pending.

39. The accounts of 59 estates were audited with generally satisfactory results. In Agra, Cawnpore, Mainpuri and Allahabad however the accounts were not as well kept as they should have been.

18.—Revenue and rent paying classes.

(For details see the annual report on the revenue administration by the Board of Revenue for 1908-09 and the Bundelkhand Alienation of Land Act report for 1908-09.)

Rent litigation
in Agra.

40. The number of cases instituted under the Tenancy Act in Agra rose by 65,731 to 370,337. Nearly 96 per cent of this increase was accounted for by suits for arrears of rent, enhancement and ejectment.

Arrears of rent.

41. Suits for arrears of rent rose by 29 per cent. to 178,038 which is a record for the province. The rise was universal and was doubtless due to the large suspensions of rent allowed in the previous year, followed by the improved conditions of 1908-09. Applications to eject for non-payment of arrears rose by 30 per cent. and ejectment was ordered in 10,132 cases.

Enhancement
suits.

42. Suits for enhancement of rent also shewed a large increase of 3,241 over the total of the previous year. This was only to be expected from the better prospects of the season. The rise was most marked in the Meerut and Agra divisions.

Surrenders.

43. The number of surrenders rose from 10,000 to 14,000, though in the Meerut and Gorakhpur divisions there was a decline and the increase in the Benares division was slight. The chief rises took place in Budaun, Moradabad, Cawnpore, Banda and Allahabad where special causes contributed to this result.

Ejectments.

44. Suits for ejectment under sections 57 and 58 of the Agra Tenancy Act increased by nearly 7,000. This rise occurred everywhere and was anticipated last year, but it was not remarkable except in the Benares and Gorakhpur divisions. In Benares the number of suits filed has been exceeded only in 1901 just before the Tenancy Act was passed: in Gorakhpur there was an excess of 3,000 cases over the figures even of 1901. In the Gorakhpur division it was in the district of Gorakhpur that the great increase occurred; and the number of suits filed, 14,540, was more than double that of any other district in the province except Moradabad and Budaun. The special reasons for this rise in the Gorakhpur district, apart from those general reasons adverted to in previous reports, were said to be the approach of another settlement and the measures recently taken to improve the condition of the records of rent in that district. The area from which ejectment was ordered amounted to 235,803 acres, whilst ejectment of tenants from 203,679 acres was actually carried out. Both these totals were lower than those for the preceding year.

Protected area.

45. In the Agra province the area held under long term leases dropped by nearly 26,000 acres and that in the cultivation of recorded occupancy tenants by over 64,000. But this decline is more than balanced by the very large increase of over 200,000 acres in the area held by tenants who have been in possession for over 12 years and have presumably acquired occupancy rights. The total area from which arbitrary ejectment is impossible stood at 13,772,090 acres, an increase on last year's figures of over 100,000 acres, and is the greatest yet recorded.

Litigation in
Oudh.

46. In Oudh the mass of newly instituted cases was very great. Suits for arrears of rent were more numerous than in any previous year. The number of applications for ejectment after a decree for arrears was proportionately swelled; and ejectment on other grounds was sought for in over 32,000 cases, though this total has been exceeded before. Notices of

relinquishment were also served officially in a larger number of cases; but it is satisfactory to note that the total was not nearly so great as in any of the three years following the famine of 1897.

47. The year opened with a file of 109,203 suits and applications pending in Agra (excluding Kumaun) and 1,732 in Oudh. By the addition of newly instituted cases the total was raised to 479,540 and 98,713 in the two provinces respectively. At the close of the year 110,696 cases were pending in Agra, an increase of nearly 9,000 over the total of the previous year. In Oudh the number left pending was insignificant.

Appeals to Collectors were fewer by 45 than in the year preceding whilst appeals to Commissioners were lower in number than they had been in any year save one since 1899-1900.

48. Transfers of proprietary interest rose by nearly 8,500, the increase being confined almost entirely to succession cases. Sales by order of court and mortgage cases shewed a slight decline; private sales a slight rise. These facts may be regarded as some indication that the proprietary body has, as a whole, emerged from the famine without being driven to exceptional borrowing, which tends to prove the adequacy of the relief afforded by the Government to revenue payers in 1907-08.

49. The return of better times was accompanied by a rise in the number of applications for partition, but cases of perfect partition were not so numerous as in 1906-07, the year before the famine, and imperfect partitions only slightly more numerous. The number of cases pending at the beginning of the year was 4,525. This was increased to 8,519 by new institutions. At the end of the year 5,134 cases remained undisposed of, an increase of 600 on the pending file of the previous year. District officers reported that partition work was generally receiving adequate attention, but unavoidable transfers of staff and occasional temporary reductions of staff below the essential minimum caused delay in disposing of the work.

50. In Bundelkhand the working of the Alienation of Land Act has tended towards the achievement of its main objects. All tribes practically, except Lodhis and Lodhas, gained by sales more land from non-agriculturists than they lost to them, especially Brahmans and Thakurs. More land however has been mortgaged by agricultural tribes, Brahmans alone excepted, to non-agriculturists than has been gained from them in this way. Few attempts were made to evade the provisions of the act. The effect of the act on agricultural credit is somewhat obscure and still a matter of controversy. But while it seems to be the case that substantial loans in some cases are more difficult to obtain than formerly, yet the smaller needs of agriculturist proprietors can always be met by small money-lenders or other agriculturists. Non-agricultural capitalists were reported to be continuing their search for investments in commercial undertakings. It appears that it may be necessary to make some small amendments to the Act so as to prevent the proper execution of decrees of revenue courts against proprietors, who are members of the notified tribes, being balked by its provisions. The question of the extension of the Act to certain parts of the Mirzapur district, similar in character to Bundelkhand, is under consideration.

Court work.

Mutations in
revenue papers.

Partitions.

Bundelkhand
Alienation of
Land Act.

CHAPTER III.—PROTECTION.

19—Legislating authority.

Constitution of Legislative Council.

51. By a proclamation issued on 26th November 1886, under section 46 of the Indian Councils Act, 1861, the provisions of that Act were extended to what are now the United Provinces with effect from the 1st December 1886. The number of councillors was fixed at nine, of whom three by law had to be, and in fact were, non-officials.

Powers of Legislative Council.

52. The legislative powers of this Council are exercised subject to the control of the Governor General in Council, to whom all Bills included under the provisions of section 43 of the Indian Councils Act, 1861, or containing penal clauses, are submitted for previous sanction, and to whom also every project of law is forwarded for transmission to the Secretary of State before it is introduced into Council. Before any measure carried through the Council can become law, it must receive the assent of the Lieutenant-Governor and of the Governor General in Council.

Extension of powers.

53. The Indian Councils Act 1892 (55 and 56 Vict. Cap. 14); introduced the following important amendments :—

- (1) power to increase the number of Councillors to a maximum of fifteen ;
- (2) power to the Lieutenant-Governor to make rules, subject to the sanction of the Governor General in Council, for authorizing at any meeting of his Council for the purpose of making laws and regulations, the discussion of the annual financial statement of his local government, and the asking of questions on matters of public interest ;
- (3) power to the local legislature of any province, with the previous sanction of the Governor General in Council, to repeal or amend, as to that province, any law or regulation made either before or after the passing of the Indian Councils Act, 1892, by any authority in India.

54. This last amendment removed the serious limitation of section 42 of the Indian Councils Act, 1861, by which the local legislature was absolutely precluded from repealing or amending any Act of the Governor General in Council passed since 1861.

55. Rules for the discussion of the annual financial statement, and for asking questions, were published on the 3rd February 1893. By proclamation, dated the 16th March 1893, the Lieutenant-Governor was authorized to nominate fifteen Councillors, not more than seven of whom should be officials. In the same month rules were issued allotting six seats for election, two to groups of municipal and two to groups of district boards, and one each to the Cawnpore Chamber of Commerce and the Allahabad University. The remaining two non-official seats were reserved for the nomination of the Lieutenant-Governor.

Further extension of powers.

56. The Indian Councils Act, 1909 (9 Edw. 7 Cap. 4) made further important amendments :—

- (1) power was granted to increase the number of councillors to a maximum of fifty ;
- (2) the appointment of a Vice President in the Council was made obligatory ;
- (3) power was given to the Lieutenant-Governor in Council to make rules regulating the discussion of the annual financial statement and of any matter of general public interest and the asking of questions ;
- (4) power was granted to the Governor General in Council to make regulations as to the conditions under which and manner in which persons resident in India might be nominated or elected as councillors and as to the qualifications necessary for that office.

The Act came into force on November 15th, 1909.

57. Regulations under the Act of 1909 were made by notification on November 15th, 1909, fixing the size of the Lieutenant-Governor's Council at a maximum of 48 members. Of these twenty-six were to be nominated by the Lieutenant-Governor, not more than 20 being officials and one being a non-official selected from the Indian commercial community. Twenty members were to be elected, one by the University of Allahabad, four by groups of municipal boards, eight by delegates chosen from district and municipal boards, two by the landholders, four by the Muhammadan community and one by the Upper India Chamber of Commerce. Besides these 46 members the optional nomination of two more members as experts was left to the Lieutenant-Governor, with the proviso that the right of nomination was not to be exercised in such a way as to secure an official majority in the Council. In the same notification rules as to the qualifications and disqualifications of candidates for election, as to the method of election, and as to vacancies and other kindred subjects were promulgated.

58. Rules for the discussion of matters of general public interest were made by notification, dated the 18th November 1909. Rules for the discussion of the financial statement and for the election of non-official members of the finance committee were made by notification, dated the 3rd December 1909. The rules for the conduct of business at meetings of the Council were amended by the Lieutenant-Governor in Council on the 7th February 1910.

20—Course of Legislation.

59. The following five bills were dealt with during the year:—

- (1) the United Provinces Excise Bill, 1909;
- (2) the Oudh Estates (Amendment) Bill, 1909;
- (3) the Oudh Settled Estates (Amendment) Bill, 1909;
- (4) the United Provinces Motor Vehicles Bill, 1909;
- (5) the United Provinces Water Works (Amendment) Bill, 1909.

The United Provinces Excise Bill was introduced into the Council and referred to a select committee on April 3rd, 1909. Their report was presented on September 11th and taken into consideration on November 10th. The Bill as amended was passed into law on that date and it is now Act IV of 1910.

The Oudh Estates (Amendment) Bill was introduced into the Council and referred to a select committee on April 3rd, 1909. Their report was presented on September 11th and taken into consideration on November 10th. On the latter date the Bill as amended was passed into law and it is now Act III of 1910.

The Oudh Settled Estates (Amendment) Bill was introduced into the Council and referred to a select committee on the 3rd April 1909. Their report was presented on the 11th September and taken into consideration on November 10th. On that date the bill as amended was passed into law, and it is now Act II of 1910.

The United Provinces Water Works (Amendment) Bill was introduced into the Council on the 11th September 1909. It was taken into consideration and passed into law on November 10th, 1909. It is now Act I of 1910.

The United Provinces Motor Vehicles Bill was introduced into the Council and referred to a select committee on the 11th September 1909. The report of the first select committee was presented on the 7th February 1910, and that of the second select committee was presented and taken into consideration on September 23rd. On the latter date the Bill as amended was passed into law.

21—Police.

(For details see the annual report on the administration of the Police department for 1909, and the tables under the head Police, Part VI, Statistics of British India.)

60. The amount of reported crime fell by 30,327 cases to 165,860, Crime a decrease of 15·4 per cent. The diminution was shewn in practically every statistics.

class of crime, but it was most marked in the offences against property. If public nuisances and offences against special and local laws be omitted, there was actually less crime in 1909 than in any of the preceding 12 years, a fact which not only affords striking proof of the rapid recovery of the people from the recent famine, but also suggests that the work of the police is becoming more intelligent and their preventive measures more effective. The incidence of crime per 10,000 of the population fell from 40·3 to 34·07. The only heads under which offences shewed a marked increase were rape, criminal force, cheating and criminal house trespass. The number of non-cognizable cases rose from 90,965 to 95,608.

Investigation.

61. Investigation was refused in 46 per cent. of the total number of reported crimes as compared with 50·1 per cent. in 1908. The system of optional investigation has now so far taken root that sub-inspectors are said occasionally to avail themselves of this rule in order to avoid a troublesome investigation, a tendency which will have to be carefully checked by superior officers. The number of cases investigated by gazetted officers rose from 63 to 663. The number of cases struck off as false increased by 478. The percentage of persons convicted in police cases to persons arrested was 78·5 as against 80·8 in 1908.

Offences
relating to
coin, stamps
and notes.
Murder.

62. The number of true cases under this head fell from 210 to 178. One hundred and forty-four cases were decided during the year, 105 ending in conviction. In four cases of forgery of currency notes the police obtained convictions.

63. Excluding false cases and those in which the murderer committed suicide, the number of reported murders was 455, a decrease of 100 on the previous year's total. With the addition of 69 cases pending from the previous year the total for disposal was 524. Of this number 283 cases were disposed of and resulted in 183 convictions, involving 280 persons. This is not such a good result as was obtained in 1908. Unwillingness on the part of witnesses to give evidence and the tendency, still maintained by the police, to rely too much on confessions, seem to be the main reasons for want of greater success in this direction.

Poisoning.

64. There were 48 cases of poisoning to which must be added 5 pending from the year before. Nineteen cases were disposed of and twelve persons in 10 cases were convicted. Twenty-eight cases were traced to professional poisoners.

Dacoity.

65. The cases of dacoity numbered 578 against 786 in 1908. Including those pending there were 666 cases for disposal. One hundred and eighty-two cases were brought to trial and in 109 cases, involving 515 persons, convictions followed. The Agra and Fyzabad divisions suffered most from this form of crime and among districts Bahraich and Agra head the list. The percentage of convictions was not so good as in the previous year, but it was better than in 1907.

Robbery,
burglary and
theft.

66. There were 810 true cases of robbery during the year as against 857 in 1908. The percentage of cases convicted to those tried rose from 74 to 77 and that of persons from 53 to 54. In Aligarh, Moradabad and Kheri, where the greatest number of these cases occurred, the police were not very successful in dealing with them.

Cases of burglary fell from 91,186 to 74,091. The percentage of convictions to reports was 6 and of cases convicted to those disposed of 88, a very similar result to that of last year.

Ordinary theft cases declined from 52,671 to 41,845. The percentage of convictions to reports was 15 or 2 per cent. lower than in 1908. Thefts of copper telegraph wire decreased and in Aligarh, where this form of crime was most rife, stopped altogether. The property stolen was valued at Rs. 25,11,142 or over 6 lakhs less than in the year preceding. The percentage of recovery remained the same, 15.

Cattle theft
and mischief.

67. There were 6,074 cases of cattle theft for disposal, nearly 1,500 less than in the previous year. Of these 1,605 were decided, 1,361 cases ending in conviction. There were 147 cases of cattle poisoning and 48 of flaying alive, which is a great drop from the figures of 1908.

68. The Sanauriahs of Lalitpur, the Barwars of Gonda and the Sansiahs of the Kheri colony maintained their satisfactory record, but the other Sansiahs of Kheri gave a good deal of trouble, a large gang breaking loose and committing a series of dacoities. The Salvation Army continued its admirable effort to reclaim the Doms in an industrial settlement at Gorakhpur. Despite the extreme difficulty of the task before them the managers of the settlement made some progress and the conduct of the inmates shewed signs of improvement. The Salvation Army also opened a small settlement for Haburahs at Moradabad, and was considering schemes for the reformation of other criminal tribes. In these laudable attempts they will receive the full sympathy and assistance of the Government.

Criminal
tribes.

69. Six thousand five hundred and fifty-two persons were dealt with under the bad livelihood sections of the Criminal Procedure Code, almost exactly the same number as in the preceding year. The average security demanded was only Rs. 169 under section 110 and Rs. 114 under section 109. Nevertheless no more than 9 and 4 per cent. respectively of the persons ordered to furnish it under the two sections were able to do so. Further progress was made in the compilation of history sheets and the number maintained went up during the year from 49,651 to 55,344. The names on the surveillance register rose from 19,123 to 21,373.

Surveillance.

70. In the finger print bureau 11,054 slips of unidentified persons were received for search as compared with 12,221 in the year before. This decline naturally accompanies a great decrease in the volume of crime. The percentage of successful searches rose from 20.6 to 22.7, testifying to the good progress made in the bureau. The number of finger print slips on record was 140,159 at the end of the year as against 129,458 at its commencement.

Finger
impression
slips.

71. During the year 968 names were added to the register of absconded offenders bringing the total up to 3,443. The number arrested was 642.

Absconded
offenders.

72. Relations with the police of neighbouring native states have everywhere been cordial.

Native States.

73. Between November 1909 and March 1910, a scheme of special frontier operations was planned and carried out all along the border between Kheri and Gorakhpur. The hearty co-operation of the Nepalese Darbar and the ungrudging assistance extended to the scheme by the Resident in Nepal enabled it to be carried through far more successfully than would otherwise have been possible. A special force of police was deputed for the work and energetic search was made for dacoits, absconded offenders and bad characters on both sides of the frontier. In all 445 persons were arrested in Nepal and British territory and sent to our courts for trial. The number dealt with in Nepal is not known. Some new rules for the interaction of the British and Nepalese police have been introduced with a view to closer co-operation in the future.

Nepal.

74. The work of village headmen was generally satisfactory. The cases reported by them increased substantially and the number of headmen punished declined. On the other hand the number of headmen rewarded was not so great as in the previous year.

Village
headmen.

75. The sanctioned strength of all branches of the force was 2,269 officers and 33,617 men. There was an increase of five assistant superintendents, four deputy superintendents, thirteen inspectors, three sub-inspectors, one sergeant, 33 head constables and 345 constables. The total cost of the maintenance of the whole force rose by over 3 lakhs to Rs. 78,18,114.

Strength and
cost of the
police.

76. It is unsatisfactory to record that the punishment roll is heavier than it was in 1908. Twenty-five officers and 269 men were dismissed and 123 officers and 580 men were punished departmentally, while in 154 cases, seven of which concerned officers, punishment was administered judicially. The number of men rewarded rose from 11,063 to 11,384.

Punishments
and rewards.

77. The strength of the armed police was raised by 105 head constables and 195 constables. That of the mounted police remained unaltered. Both of these branches of the force did good work on the Nepalese frontier and during the Muharram at Lucknow.

Armed and
mounted police.

**PROTEC-
TION.**

Railway police.

78. Cognizable offences reported on railways declined from 6,550 to 5,787 though there was a small increase of 87 miles in the jurisdiction of this branch. The percentage of success in obtaining convictions and recovering stolen property was practically the same as in 1908. Twenty-one cases of obstructions being placed on the line occurred and five convictions were obtained. The magisterial powers of the superintendent, government Railway Police, section 'A,' were transferred to a magistrate of the Jhansi district. There was some improvement in this department during the year, but much remained to be done to raise it to an acceptable standard of efficiency.

**Railway
accidents.**

79. There were ten collisions and derailments during the year, of which six were serious. In five of these the persons responsible were prosecuted, and in every case a conviction was obtained. In the sixth case the culprits were punished departmentally. Only two of the accidents caused loss of life, that at Bidyanagar on the Bengal and North-Western Railway and that between Doiwala and Rikhi-Kesh road on the Hardwar-Dehra branch line. At Bidyanagar six waggons of a goods train were derailed, two persons being killed and five injured. The pointsman responsible was sentenced to a year's rigorous imprisonment and the assistant station master to six months. At Doiwala thirteen goods trucks and three brakevans escaped during shunting operations, owing to rules being disregarded, and ran down the incline towards Rikhi-Kesh road, where they collided with an incoming passenger train. Seven persons were killed and thirteen injured. The assistant station master of Doiwala was sentenced to 7 years' and the guard and brakeman of the goods train to 2 years' rigorous imprisonment each.

Rural police.

80. Village watchmen received a larger sum in rewards than they did in the preceding year, but the number of punishments amongst them increased to a corresponding extent. Difficulty in recruitment, especially in western districts, continued to be experienced.

**Training
school.**

81. One hundred and thirty-six students qualified as sub-inspectors at the training school examination. The staff was efficient and the results achieved justify the methods adopted. Four assistant superintendents and three deputy superintendents were under training and all of them, with the exception of two assistant superintendents who were ill and could not attend, passed the departmental examination successfully.

**Criminal
Investigation
department.**

82. The officers of the Criminal Investigation department were concerned with 59 cases, 27 of which related to false civil suits and 3 to proceedings under section 109, Indian Penal Code, against members of criminal tribes. Of the remaining 29 cases 18 ended in convictions and 3 in discharges or acquittals. No complaint of any kind was made against any member of the department, a fact very complimentary to the members of it. The department grew in utility and popularity, and the results of the year's work were decidedly good.

**Reforms and
re-organisa-
tion.**

83. The reallocation of police in all districts except Agra has been carried out so far as existing buildings allow. The number of deputy superintendents was raised by four and that of circle inspectors by twelve. Sergeants were regraded and sub-inspectors also, so far as funds permitted. The force of armed police was increased. A Rs. 10 grade of foot constables was introduced and mounted constables were regraded. The number of head constables in the civil police was reduced in accordance with the reform scheme and good conduct allowances to constables were withdrawn. All the reforms recommended by the Police Commission have now been carried out in full with the exception of a very few whose completion is delayed for want of funds.

22—Criminal Justice.

(For details see the annual reports on criminal justice for 1909, and the tables under head Criminal Justice in Part VI, Statistics of British India.)

AGRA.

**Number of
trials.**

84 The total volume of crime during the year, though decidedly lower than in 1907, was nearly the same as in 1908. Cases brought to trial

under the Penal Code indeed show a small increase from 52,971 to 53,455. The general character of the cases however differed markedly from that of the previous year's cases. Offences against property diminished by nearly 4,000, whilst those against the person went up by nearly 2,000. Offences under special and local acts show little variation.

Serious crime was very largely on the decrease as is shown by the fall of commitments to courts of session from 1,975 to 1,650.

85. The number of cases pending over six weeks shewed a satisfactory decrease from 1,721 to 1,286.

Duration of
trials.
Punishments.

86. Sentences of all kinds shew a similar decline. Sentences of death fell from 91 to 82, of transportation from 326 to 211 and of rigorous imprisonment from 19,941 to 16,677. There were only 2,702 sentences of whipping passed as against 4,051 in 1908.

87. Appeals to district magistrates were not noticeably fewer than in the preceding year, but in the courts of session and in the High Court they decreased considerably. The reduction in the revisionary work of these courts was less striking. The total number of appeals and applications for revision was 18,033. As a result 2,143 sentences were reversed and 1,698 were reduced or otherwise altered.

Appeals and
revisions.

ODDH.

88. Magistrates disposed of 30,263 cases as compared with 33,793 in the previous year. The decrease was most marked in cases under the Penal Code where it amounted to 3,159, offences against property showing the largest drop. Prosecutions under special and local acts also declined but not to the same extent. The courts of session had only 560 cases to deal with as compared with 865 in 1908.

Number of
trials.

89. The average duration of cases disposed of by magistrates fell from 10 to 9 days, the district averages varying from 5 to 13 days. In trials before courts of session the duration was 39 days, a decline of 7 days from the average in the preceding year.

Duration of
trials.

90. Punishments also shewed a great difference from those inflicted in 1908. Sentences of death fell from 70 to 42, of transportation from 213 to 111 and of rigorous imprisonment from 9,531 to 6,219. Whipping was also much more sparingly used.

Punishments.

91. Appellate work declined from 6,533 to 4,344 cases. On the other hand applications for revision were much more numerous than in 1908, rising from 961 to 1,462. The result of these appeals and revisional applications was that 754 sentences were reversed and 520 reduced or altered. Criminal work in the court of the Judicial Commissioner was considerably lighter than it was in the year preceding.

Appeals and
revisions.

23—Prisons.

(For details see the annual report on the Jail department for 1909 and tables under head Jails in Part VI, Statistics of British India.)

92. At the beginning of the year the prison population of the provinces was 26,317 and at the end of it 25,806. Eighty-five thousand five hundred and ninety-eight prisoners were received or transferred into jails during the year, or 17,619 less than in 1908. The total number of persons passing through the jails was 13 per cent. less than in the previous year. The reduction in numbers connotes a return to normal conditions after the rise occasioned by the recent famine. The daily average of prisoners in jail fell from 28,299 to 26,075.

General.

93. Including 11,010 warnings, the total number of punishments inflicted on convicts during the year was 35,062 as compared with 37,279 in 1908; but owing to the decrease in the jail population the proportion of punishments to prisoners remained about the same. Over 20,000 of the warnings and punishments were administered for offences connected with work, which testifies to the stricter supervision over task work now maintained. The number of floggings rose from 77 to 83, of which 67 were inflicted on habitual convicts.

Punishments.

94. The cost of guarding and maintaining the prisoners during the year fell by nearly 2½ lakhs to Rs. 17,58,097. The average cost per head

Expenditure.

PROTEC-
TION.

also fell from over Rs. 70½ to less than Rs. 67½, mainly owing to the cheaper rates for food grains which prevailed.

Employment.

95. The usual jail industries were carried on, 43 per cent. of the prisoners being employed in the factories. The total cash profit made as a result of their work was Rs. 2,74,039 a substantial increase of over Rs. 70,000 on the profits made in 1908. No jail worked at a loss except the juvenile jail at Bareilly.

Health.

96. The outbreak of malaria which occurred during the last quarter of 1908 continued into the early months of 1909 and its effects did not disappear throughout the year. The health of prisoners on admission was exceedingly poor and in almost every jail a large number of them had enlarged spleens and other symptoms of malarial cachexia. In these circumstances the provincial jail death-rate of 23·7 compares favourably with the jail death-rate, 24 per mille, of the preceding year. Admissions to hospital numbered 14,929 as against 19,217 in 1908.

There was an outbreak of cholera in the central prison and the district jail at Lucknow, but it was not very severe, only 36 cases occurring. Quinine was distributed with the sanction of the Government once a week between August and November to all prisoners who would take it. It was very popular and had a good effect in keeping off malaria.

Juvenile jail at
Bareilly.

97. The administration of the year was notable for the initiation of an important and interesting experiment. A new jail was opened at Bareilly on the 1st of April 1909 for juvenile prisoners. All non-habitual convicts under the age of 19 are now being sent to this jail, with the exception of those who have very short sentences or are to undergo more than 10 years' rigorous imprisonment or are members of criminal tribes. The jail has a specially selected staff and there are no convict warders. It is under the charge of the superintendent of the Bareilly central prison; and a committee of visitors, consisting of the commissioner, the district magistrate, the sessions judge and three Indian gentlemen, has been appointed to assist the superintendent. The inmates are subjected to ordinary jail discipline, but are given instruction in the rudiments of education, reading, writing and reckoning. A special feature is made of physical drill and great stress is laid on moral and religious instruction. Besides this the boys as far as possible are taught some handicraft, such as tailoring, shoemaking, weaving or carpentry. On their release efforts are made to give them a start in life, so that they may not relapse into criminal ways; and sub-committees are being formed in every district to aid the central committee at Bareilly in dealing with each case as it comes up. There is accommodation for 256 boys and the jail is practically full.

24—Civil Justice.

(For details see the annual reports on Civil Justice for 1908 and the tables under head Civil Justice in Part VI, Statistics of British India.)

AGRA.

Original suits.

98. The number of suits instituted went up again from 1,17,860 to 1,31,689, an increase of over 11 per cent. The rise was chiefly in suits for money and moveable property, but mortgage suits also were more numerous by over 3,500 than they had been in 1908. Suits before the courts rose in number from 1,34,799 to 1,49,128, the increase being largest in the courts of subordinate judges. The pending file also went up from 13,950 to 15,434 cases. This general expansion of litigation was attributed to better harvests, the decline of plague and the alteration in the law of limitation. The average duration of suits for all courts remained virtually unaltered. The value of suits rose from 370½ lakhs to nearly 422½ lakhs of rupees.

Appeals.

99. The number of appeals for disposal was 9,812 as compared with 9,921 in 1908, and the number disposed of was 6,573. The decrease, though small, in the number of appeals in a year of increased litigation is remarkable.

High Court.

100. The total number of appeals before the High Court was 3,994 or 117 more than in the previous year. Notwithstanding this the pending file was reduced from 2,057 to 1,777.

101. Applications for execution of decrees rose greatly to 102,485. The number for disposal was 121,261 which is over 12,000 above the highest total previously recorded. The percentage of applications wholly or partly satisfied rose to 50·5 and though this was a better result than that obtained in the previous year, there is still room for improvement in this respect. It is hoped that the reorganisation of the judicial staff of the province will have a good effect on this department.

Execution of
decrees.

102. The number of village courts fell from 452 to 361, the decrease being caused by the omission of courts which did no work from the total. The number of suits instituted rose somewhat, but the condition of these courts remained much the same as before.

Village
munsifs.

ODDH.

103. The number of suits instituted rose from 56,389 to 63,812, which was not a matter for surprise after a year of scarcity. Suits for disposal totalled 73,661 of which 66,656 were concluded. The average duration of contested cases fell from 73 to 66 days : in uncontested cases it remained stationary. The total value of suits instituted fell from nearly 441 lakhs to 168 lakhs, a single suit regarding the Nanpara estate being responsible for $2\frac{1}{2}$ crores of the difference.

Suits.

104. Appeals again decreased considerably : of 2,770 for disposal 2,003 were decided.

Appeals.

105. In the court of the Judicial Commissioner there were 837 appeals for disposal and the pending file was reduced to 261, the average duration being 182 days as compared with 228 days in the year preceding.

Judicial
Commissioner.

106. Applications for execution of decrees rose from 44,440 to 51,071. The proportion of fructuous applications rose slightly from 34 to 39 per cent. but the work in this department was by no means satisfactory, and more attention will have to be paid to it by presiding officers than is the case at present.

Execution of
decrees.

107. The number of village courts fell again to 239 and the number of suits instituted before them also showed a very marked decline. Many of these courts did little or no work during the year.

Village
munsifs.

KUMAUN.

108. There was a marked rise in institutions from 4,729 to 5,271 during the year, the increase being almost entirely in suits for money or moveable property. Altogether there were 6,010 suits before the courts of which 5,467 were disposed of.

Suits.

109. The number of appeals remained almost stationary at 453. The pending file at the close of the year numbered 49 cases.

Appeals.

110. Applications for execution increased proportionately to the rise in original suits and totalled 3,363 as against 2,688 in the preceding year. Of these 514 remained pending. In 30·3 per cent. decrees were fully satisfied and in 47·3 per cent. they remained wholly unsatisfied.

Execution of
decrees.

25—Registration.

(For details see the annual report on registration for 1909 and the tables under head Registration in Part VI, Statistics of British India.)

111. The number of registrations rose by 28,169 to 303,623, which is nearly double the increase recorded even in the previous year. This was quite unexpected and has been attributed to various causes such as the stringency caused by continued high prices, growing commercial activity and a recent ruling of the Privy Council as to mortgages.

Registrations.

112. Receipts rose by Rs. 72,779 to Rs. 6,30,385 and expenditure by Rs. 11,134 to Rs. 2,61,702.

Financial.

113. There were two prosecutions on the ground of denial of execution in the Aligarh district and the accused were convicted in each case. A prosecution for false personation took place in the Rae Bareilly district. The executant and abettor were each sentenced to one year's rigorous imprisonment.

Prosecutions.

General.

114. Inspections declined in numbers somewhat owing to the district registrars' time being fully occupied with civil and criminal work. The scheme for the reorganization of the department by the introduction of a system of graded pay for sub-registrars received the sanction of the Government of India and was introduced with effect from April 1st 1910.

26—Municipal Administration.

(For details see the annual review of *Municipal Administration for 1909-10* and the tables under the head *Municipalities, Part VIII, Statistics of British India.*)

Elections.

115. The number of municipal boards, with the privilege of electing their members was 85, the same as in the previous year, and the percentage of qualified electors was 2·77 of the population. It is expected that the revision of the rules regulating municipal elections will influence this proportion considerably in future years. Polls were held in 63 municipalities during the year and 56 per cent. of the electors recorded votes, a slight increase on the figure of the preceding year. In several places a high percentage of the voters exercised their privilege and signs were everywhere apparent that municipal elections were beginning to attract a greater share of attention, though this was not always due, unfortunately, to greater interest in purely municipal matters on the part of the electors.

Chairmen.

116. During the year a substantial change was effected in the manner of the appointment of chairmen. The members of the board elected a non-official to succeed an official as chairman in seventeen municipalities. Another change has been the substitution of the sub-divisional officer for the District Magistrate in outlying municipalities, whilst, except in very few instances, officials were not permitted to offer themselves for election as vice-chairmen.

Taxation.

117. Octroi schedules underwent but small modification pending the final decision on the main question of the abolition or retention of the tax itself. The only municipality which made any considerable alteration was that of Muttra, and this was done on the score of the indefinite character of the old schedule. A new conservancy tax was imposed on bungalows in the civil lines at Moradabad. The Lucknow board imposed a tax on brick manufacturers and the schedules of tolls in Mussooree was again revised, whilst the mooring tax at Cawnpore was abolished.

Rules.

118. It was not found necessary to promulgate many new rules. The Mussooree board revised its rules for licensing dandies and horses for hire and for the regulation of dairies. It also made a complete set of rules under the Water Works Act. Eight more boards obtained confirmation to a rule designed to regulate the erection of buildings and three others made minor additions or alterations in their provident fund rules. New rules were required for the assessment and collection of the new taxes imposed and the Agra board revised its rules for the tax on vehicles.

Financial position.

119. Exclusive of special grants and extraordinary receipts the income of municipalities amounted to Rs. 67,13,946, an increase of over 3 lakhs on the total of 1908-09. The expenditure under ordinary service heads again fell by over 3 lakhs. There was a rise of nearly half a lakh under the head 'extraordinary and debt' owing to heavy repayments of loans by the Lucknow and Agra boards. Twenty-four boards had a closing balance in excess of Rs. 30,000, Lucknow with Rs. 4,09,738, Benares with Rs. 1,78,327 and Saharanpur with Rs. 1,65,144 heading the list. But nearly three-fourths of the balance at Lucknow was a loan granted for a specific purpose, whilst in many other cases the large balance was due to the inclusion of unexpended loans, as at Benares, and sums which have been earmarked for projects shortly to be undertaken, as at Saharanpur.

Octroi receipts.

120. The nett receipts from octroi amounted to Rs. 35,13,490 a rise of 1½ lakhs above the total of the previous year. The increase was apparent in every division, except Gorakhpur, where trade was adversely affected by plague. The general rise of income from this source betokened a return to ordinary prosperity during the year. Since the close of the year the Sardhana board has moved the Government to sanction the abolition of this tax and

on the separation of Ranipur from Mau the local board intends to abolish octroi in the latter area. Octroi will be replaced in each case by a tax on circumstances and property.

121. Receipts from other taxes went up by over Rs. 90,000 but were still below the total of 1907-08. This is principally due to the failure of the terminal tax at Cawnpore to respond as rapidly as might have been expected to the better trade conditions. On the other hand, taxes on pilgrims shewed increased receipts of Rs. 45,000 and the taxes on conservancy and on professions and trades produced a large income. The incidence of taxation for the province rose slightly to Rs. 1-9-3 per head. The highest incidence, Rs. 11-8-3, was as usual at Mussooree.

Receipts from
other taxes.

122. Excluding special grants the income derived from sources other than taxation shews a small rise of Rs. 43,500. The improvement was really greater but it was concealed by the large receipts from sales of land in the previous year which unduly swelled the total under this head.

Receipts from
sources other
than taxation.

123. Municipal boards continued to receive their share of the annual grant of 6 lakhs, made some years ago to encourage primary education. In addition to this various sums were given to boards in particular cases. Agra received Rs. 19,500 for a drain, Lucknow Rs. 6,000 for a girls' middle school. Mussooree, where the board was in very straitened circumstances, was given Rs. 50,000 for the hydro-electric installation and Rs. 25,000 as a further installation of the special grant promised for 6 years, besides Rs. 6,000 for repairs to the cartroad. Nagina received Rs. 12,500 for drainage purposes, Naini Tal Rs. 40,000 for improvements to the water works system and Benares Rs. 37,500 for a new road. In addition to the smaller items a further grant of $1\frac{1}{2}$ lakhs each was made to the boards of Cawnpore, Lucknow and Allahabad to enable them to carry out improvement schemes under the terms of trust deeds which have been drawn up for that purpose. At both Cawnpore and Lucknow the work made considerable headway, but at Allahabad the scheme was held over for a time pending the decision of the Bengal and North-Western Railway Company as to a site for their new station. Out of the 5 lakhs set free for municipal use by the provincialization of police charges over a lakh was expended on charges on loans and over three-quarters of a lakh each on drains and paving and conservancy reforms, whilst smaller sums were spent on education, water supply, medical charges and miscellaneous works.

Special grants
from the
Government.

124. During the year the whole allotment of $8\frac{1}{2}$ lakhs for municipal loans was utilised. The largest allotments were $2\frac{1}{4}$ lakhs to Lucknow and $1\frac{1}{2}$ lakhs to Moradabad for drainage projects and 2 lakhs to Cawnpore in connection with the improvement trust scheme. Half a lakh was given to Mussooree for its hydro-electric installation and over three-quarters of a lakh to Agra for drainage and water works.

Loans.

125. The most important variations in expenditure were economies in tax-collecting, water-supply, conservancy, gardens and roads and increased outlay on general administration, lighting, drainage, markets and public instruction.

Expenditure.

126. The expenditure of the eight large towns with water works again fell by over $1\frac{1}{2}$ lakhs to Rs. 7,14,911 mainly owing to the completion of the hydro-electric scheme at Mussooree and a decrease in outlay at Benares. The growing demand for water in the larger towns is making itself felt and at Cawnpore a project, involving a cost of 6 lakhs, has been drawn up, whilst Lucknow, Agra and Allahabad are investigating their requirements. Mirzapur is undertaking a new gravitation scheme of some magnitude.

Water works.

127. Activity in regard to drainage works was a feature of the year and expenditure increased by nearly 3 lakhs to Rs. 6,83,502. One and-a-half lakhs were spent at Moradabad where the drainage scheme will soon be completed. At Jaunpur, Hathras, Farrukhabad, Budaun and Lucknow work was either finished or in progress. In addition to this schemes for seven other municipalities have been sanctioned, six had proposals ready and awaiting approval, projects in five were being recast.

Drainage.

and plans for eight others were under preparation. The filling up or draining of insanitary pits and hollows in towns also received attention and lists of such depressions have been prepared with rough estimates of the cost of dealing with them.

Sanitation. 128. In other directions also sanitation was making good progress. The extension of Bareilly city is being arranged on a systematic plan by the municipal board : at Benares an important sanitary road was nearly completed : at Allahabad a scheme for the expansion of the civil station was worked out by a specially appointed committee and a private gentleman at Lucknow is erecting a market in memory of his father which promises to be exceedingly useful.

Education. 129. Schools in most towns are now managed by the district board aided by a grant from the municipality. The total expenditure on education by boards rose by Rs. 20,000 to Rs. 3,55,125 which is more than 5 per cent. of their ordinary income, the required standard. The movement in favour of girls' education is clearly advancing, but it is difficult to give any comparative statistics. At Hardwar, Fyzabad, Shah-jahanpur and Bareilly increased progress was particularly noticeable.

Vaccination. 130. There was again a decrease in the number of vaccinations performed by over 1,500 to 89,978. The effects of malaria on the public health, a low birth-rate and, in places, the prevalence of plague, all no doubt exerted an adverse influence on the work. But it is undoubtedly necessary, particularly in some towns, for the boards to pay more attention to this important branch of their duties in future.

Vital statistics. 131. Both births and deaths decreased in number, the former from 108,360 to 102,772, the latter from 148,447 to 123,463. This was not an unexpected result in a comparatively healthy year following on a very severe epidemic of malaria. Deaths however again exceeded births by 6.68 per mille of the population. The death-rate exceeded 60 per mille in Balrampur (66.43), Hathras (66.14), Kosi (65.65), Azamgarh (63.50) and Chandausi (68.05). Fever at Balrampur and plague in the other cases were the principal causes of this high mortality. The death-rate among infants, though shewing a decline from 352 to 281 per mille, was still terribly high. It is to be hoped that the special investigation into the causes of this mortality which has been made at Cawnpore and the progress along the path of sanitary reform which has been begun, may do something to mitigate in the future this deplorable loss of life.

General. 132. Many changes have already been made in the practical working of municipalities as a result of the measures taken to carry out the recommendations of the Royal Commission on Decentralization. Further emancipation of the boards will not be possible till the existing law is modified, and a draft bill for this purpose is being prepared. From the first it has been found that decentralization was more successful in the case of municipal administration than in any other branch of the public service, and it is not perhaps too much to hope that this experience will be ratified and borne out by future events.

27—Local Boards.

(For details see the annual report on the working of the local and district boards for 1909-10 and the table under the head Local Boards, Part VIII, Statistics of British India.)

General. 133. In pursuance of the suggestions made by the Royal Commission on Decentralization district boards were last year advised to form committees in each sub-division. This advice has, with some few exceptions, been acted on, and the question of giving these committees, when formed, definite powers under the Act will shortly be taken up. Interest in the work of boards has on the whole been well maintained : attendance at meetings has been generally satisfactory and action was taken against members who constantly absented themselves from board meetings without reason. Elections failed to bring out much enthusiasm. In four sub-divisions of the Gorakhpur district only 15.5 per cent. of the electors recorded votes. The reluctance of large land-owners to offer themselves for election owing to their distaste

for canvassing is a well known but unfortunate fact, the more so now that members of district boards form one of the links between the legislative council and the people.

134. The income of boards remained almost stationary though there was a substantial rise under the principal heads of earned income. The gross receipts amounted to Rs. 98,62,949, a sum nearly Rs. 4,000 in excess of the income for 1908-09. The provincial contract made in 1907-08 was still in force, but the sum received by boards under its provisions was reduced by Rs. 1,88,435 to Rs. 21,76,143. This reduction was only apparent, being counterbalanced by a corresponding relief given to boards under heads of expenditure. The receipts under the heads Medical, Education, Police, and Ferry funds all showed a decided improvement. In the case of the medical income the increase of over a lakh was due mainly to the large subscription fund for the Ludovic Porter hospital at Meerut. The rise of Rs. 57,000 under education appeared to be due to the collection of school fees which were remitted during the famine by many boards. The increase by over Rs. 61,000 under police was an indication that pounds have recovered the ground lost in the previous year, while the improvement of Rs. 25,000 in the ferry fund is very satisfactory.

Income.

135. Expenditure, which amounted to Rs. 80,55,347, shewed very little difference from that of 1908-09. If deposits and advances be excluded a slight reduction is noticeable. This is only natural seeing that in the previous year charges had risen by nearly 5½ lakhs with serious results to the resources of some boards. There was a large decline of over 1½ lakhs in expenditure on education to Rs. 28,23,739 but it was mainly nominal. Nearly 1½ lakhs of this was due to boards being relieved of the payment of grants-in-aid to English schools. At Lucknow also the municipal schools were transferred from the district board to the municipality, whilst in Benares retrenchment was rendered imperative by the excessive educational expenditure of the preceding year which had embarrassed the finances of the board. Variations in expenditure under other heads were not remarkable, except in the case of civil works which shewed an increase of Rs. 84,000. The closing balance was again larger than that of the preceding year by over Rs. 40,000, reaching the unnecessarily high figure of Rs. 18,14,603 and this despite the fact that two boards closed with a deficit.

Expenditure.

136. The condition of education continued almost unaltered. Judging merely by the returns of schools and scholars no advance can be said to have taken place. The number of schools decreased from 14,992 to 14,463 and of scholars from 618,488 to 599,725. The decline was common to both aided and unaided schools. The fact seems to be that the demand for education in some districts tends to outrun the supply. In some cases this has led to private enterprise supplementing the work of the local board. But as a rule boards have to face the position that they have only a narrow margin of increase for educational expenditure and that they cannot expect much help beyond their own resources. Provision has indeed been made in the new contracts, which come into force in 1910-11 for new schools and establishment according to the special circumstances of each district. But meanwhile the boards have been endeavouring to advance the cause of education in various ways. Some have aimed at improving its quality, others its quantity. The problem is still being grappled with and it is probable that it will not admit of a single solution, since the conditions of different parts of the province are not the same. It is evident that boards are becoming more and more alive to the necessity for care in apportioning their expenditure on education and this has naturally led in a number of cases to the withdrawal of aid from schools which have been found not to deserve it. A partial solution of the difficulty may be found in giving more attention to the question of fees, which has already been seriously taken up by several boards. Meanwhile it is satisfactory to note that the interests of teachers have not been sacrificed to those of the pupils and that there were very few teachers in receipt of a salary less than the minimum laid down. This is a most important matter and progress in this direction is well worth a temporary set back in the number of scholars.

Education.

Girls' schools.

137. The condition of female education remained, as it had been in the preceding year, unsatisfactory. It is still very much in the experimental stage and reports about it vary greatly. In some districts a great measure of interest was shown in the movement, in others it was met with indifference or even hostility. It seems as if a reaction from the initial enthusiasm had set in and the future of the experiment is hard to foresee.

Medical.

138. The medical charges for the year amounted to Rs. 9,21,549, an increase of over Rs. 25,000 on those of 1908-09. Eight new dispensaries were opened. The number of patients treated rose by over 160,000 to well above 4½ millions. Considering that the prevalence of malaria has been hitherto a determining factor in the attendance at hospitals and that the year under review was much healthier in that respect than the preceding one, this increased attendance suggests that western methods of treatment are becoming more popular as they get better known. Wherever malaria was prevalent the boards were active in the free distribution and sale of quinine. Public subscriptions for medical purposes were well maintained, a good instance of the possibilities of local charity being given by the subscription list of Rs. 86,000 for the hospital at Meerut which has been already mentioned.

Sanitation.

139. Expenditure on sanitation hardly advanced beyond the meagre outlay of the previous year, only Rs. 26,122 being spent under this head. In most cases the allotments in the budget for this purpose were not worked up to. It is a matter for regret that boards still shew so much apathy with regard to a subject of such primary importance.

Vaccination.

140. The number of vaccinations performed fell again by nearly 68,000 to 1,242,060. The prevalence of malaria and the decline in the birth-rate may have contributed to this result, but the disinclination of the people and the bad work of vaccinators cannot escape their share in the responsibility for it. Non-official members of boards might do much to remove ignorant prejudice amongst their countrymen, whilst close supervision by the district staff should improve the work of vaccinators.

Vital statistics.

141. The year was generally speaking a healthy one and the number of deaths fell to 1,713,870 which is not only 700,000 less than that recorded in the year preceding, but also much below the total for 1907-08. The birth-rate shewed clearly the debilitating effects of the malarial epidemic. Births decreased by 50,000 to 1,562,734 and were thus 150,000 less than the deaths reported. The subject is dealt with at greater length in chapter VI.

Arboriculture.

142. The expenditure on arboriculture amounted to Rs. 97,972, and the programme for the year was successfully carried through. It is gratifying to note that from several districts reports have been received of the valuable contributions to roadside arboriculture made by private enterprise.

Civil works.

143. Expenditure on civil works increased by nearly Rs. 90,000 to Rs. 36,90,366. Most of the extra outlay came under the head of communications, the repairs to which alone absorbed over 14 lakhs. The problem of providing a satisfactory agency for works executed by a board for itself was raised during the year. No doubt a great deal of money is wasted annually for lack of proper supervision over such works: yet it is doubtful whether many boards could afford to pay a competent engineer to superintend these undertakings or if a supply of such engineers could be found to meet a possible demand for their services.

28—Volunteering.

(For details see the annual report of Commandants of Volunteer Corps for 1909-10).

144. The enrolled strength of the active force of volunteers was 4,453 as compared with 4,208 in the previous year. Of this total 683 were cavalry and 3,770 infantry. Of the cavalry 511 were extra-efficient, 122 efficient and 45 non-efficient. The number of infantry in these categories was 2,604, 1,089 and 72 respectively. There were 1,421 marksmen, 2,247 first-class and 451 second class shots. The force included 231 officers and 322 non-commissioned officers. The reserve increased from 524 to 667, of whom 636 were efficient.

CHAPTER IV.—PRODUCTION AND DISTRIBUTION.

29—Agriculture.

(For details see the annual reports on the administration of agriculture for 1909-10, on the administration of the Civil Veterinary department for 1909-10, on the working of the Co-operative Credit Societies Act, 1904, for 1909-10, the tables under the head Agricultural statistics and those under the head Co-operative Credit Societies, Part II, Statistics of British India.)

145. The most striking features of the year were the interest taken by the public in the work of the agricultural department and its success in getting more closely into touch with the people. In the legislative council this department received at least its fair share of attention, whilst the volume of correspondence with individuals on every kind of agricultural subject was steadily on the increase. The cattle conference held at Lucknow was a notable event and has given much useful information to the officers of this and the veterinary department. The organization of the agricultural court in the United Provinces exhibition at Allahabad has been in progress during the year and efforts have been made to enlist the interest and co-operation of manufacturers in England which, it is hoped, will bear fruit later on. **General.**

146. The planting season of 1909 was favourable. Advantage was taken of this to plant 103 miles of provincial and 214 miles of local roads, as compared with 114 miles and 211 miles provided for in the working plans. Divergence from the plan was usually caused by curtailment of new planting in favour of gap filling. Three hundred and fourteen miles of recent planting have been recorded as established during the year, but fifty miles more, reported previously as planted, have now been found to be treeless. Receipts on provincial roads rose from Rs. 18,507 to Rs. 25,729, expenditure from Rs. 53,524 to Rs. 59,676. On local roads Rs. 98,005 were expended, receipts rising slightly to Rs. 50,261. The training class for arboricultural supervisors at Lucknow was attended by eleven students, the number nominated by district boards. **Arboriculture.**

147. The demand for labour saving implements has steadily continued throughout the year, and it is hoped that their distribution may soon be undertaken by private enterprise, as has already been done to some extent, instead of this being left almost entirely to the agricultural department. The coming exhibition at Allahabad should go a long way towards achieving this object. Chain pumps, improved ploughs and centrifugal separators for molasses were the implements and machines most in demand. Inquiries to the number of 5,864, as against 4,448 in 1908, were made from the department on agricultural subjects. **Assistance to the public.**

148. Distribution of seed for cash payment has been carried out on a large scale, about 1,200 maunds, mostly wheat, having been given out during the year. Interest in the ground-nut is steadily growing. The results of acclimatizing American cotton have been disappointing as the market was not prepared to pay a price sufficiently remunerative to the growers of seed. A shortage of sound seed-wheat in Hamirpur was supplied by the agricultural department purchasing a stock in Central India and selling it for cash in the district. The operations of the seed depôts continued on the same lines as in the previous year and about 12,000 maunds in all were issued, mostly to groups of cultivators and also to a few co-operative societies. **Distribution of seed.**

149. The well-boring work done has substantially increased during the year. In trial borings a suitable site was indicated in 72 per cent. of the 292 trials made, whilst the supply of water was increased in two-thirds of the 1,353 instances in which pipes were sunk to deepen springs in existing wells. The latter process was carried out with great success in the Banda municipality, with the assistance and advice of the department's well engineer; and a demand for boring has now arisen in the district in consequence. During the year sets of tools have been supplied to the **Well sinking.**

PRODUCTION AND DISTRIBUTION.

Poultry farming.

Government of Eastern Bengal and Assam and to His Highness the Maharaja of Benares. Two supervisors have been trained for the agricultural department of the Panjab.

150. The distribution of birds and eggs to people interested in poultry farms is arranged through the poultry farm at Haldwani.

Publications.

151. The agricultural department issued only one English pamphlet during the year. It was entitled 'Northern India as a market for agricultural machinery' and was intended to help competitors at the exhibition. Vernacular pamphlets were issued on the cultivation of lucerne, on the use of reaping machines and winnowers in rabi harvesting and on improved methods of growing maize. Arrangements are being made to distribute vernacular bulletins to the village schools of the province. Monthly agricultural notes were contributed to the press as usual. The circulation of the Urdu vernacular journal rose from 1,130 to 1,327 copies. Assistance was given to a Nagri agricultural journal which was started during the year.

Shows.

152. A successful agricultural show which lasted nearly a month was organized by the Porter agricultural association of Allahabad in January 1910. Other shows were held at Mainpuri, Hardoi, Khairabad, Gouri-Kalan, Kakora, Aligarh, Bulandshahr, Meerut, Muzaffarnagar, Sultanpur, Debi Patan and Bahraich. Poultry shows were also organised at Bareilly and Lucknow. Throughout the year preparatory work in connection with the agricultural court at the forthcoming exhibition was being actively carried on at Allahabad.

Agricultural college.

153. The agricultural college remained full during the year. At the final examination 33 out of 40 students obtained the degree of Licentiate of Agriculture. The equipment of the college made further progress whilst the permanent buildings advanced considerably, and it is hoped that they will be completed in 1911.

CIVIL VETERINARY DEPARTMENT.

Education.

154. During the year 12 veterinary assistants were deputed to the Imperial bacteriological laboratories at Muktesar and Bareilly to study inoculation. Eleven students were selected for scholarships at the veterinary colleges of whom three were sent to the Bengal, and eight to the Punjab college.

Diseases.

155. The reported mortality of cattle from contagious diseases was 26,727 during the year, which is two and-a-half times as great as that reported in 1908. These figures indicate better reporting rather than an abnormal season. It is probable, as the superintendent of the department remarks, that approximately accurate estimates of the amount of disease and mortality are only now beginning to be returned. In the past it often occurred that outbreaks were not reported at all, and it is satisfactory to note that reports of this nature are now submitted with much more promptitude and regularity than was formerly the case. Requests for assistance and inoculation are being constantly received and it is evident that public confidence in the department is increasing apace. Equine diseases were represented by glanders, of which two severe outbreaks occurred at Kathgodam and Ranikhet, and surra: but they were not nearly so numerous as the bovine diseases. Rinderpest was widely prevalent and accounted for over 17,000 of the deaths reported. Haemorrhagic septicaemia, anthrax and foot and mouth disease also attacked many thousands of cattle with very deadly results. Over 43,000 inoculations were performed. The demand for the treatment was so great that the single laboratory, which at present manufactures the serum, was unable to meet it, and the issue of rinderpest serum had to be suspended from August 1909 till January 1910. This was very unfortunate, but it is a matter for congratulation that the popular prejudice against inoculation now seems to be rapidly vanishing.

Breeding.

156. Stud bulls were kept in eleven districts. Land for the bull rearing farm in Kheri has been acquired and the building of sheds is proceeding.

There were 55 provincial stallions on the registers at the end of the year, of which 47 were at stud. They covered 2,626 mares, an increase of 402 on the total of 1908. There were 17 donkey stallions of which 9 were at stud and covered 417 mares.

157. The subordinate establishment numbered 141, an increase of 32 since the previous year. Nevertheless it still remains the case that several district boards have been unable to add to their staff of a single veterinary assistant, though their districts are frequently visited by cattle epidemics. A special reserve of ten veterinary assistants has been established under the direct supervision of the superintendent and has rendered valuable assistance in emergencies and sudden outbreaks, when the local staff was insufficient to cope with the work. The staff has done well throughout the year. Expenditure on the department rose to Rs. 73,215.

Establishment.

158. A conference was held during August 1909 at Lucknow to consider the question of the supply of cattle and milk products in the province. It was attended by 11 official members, including the president, and 27 non-official members, both European and Indian, selected from every division. The conference formed itself into two sub-committees, one to consider questions relating to grazing and the prevention of disease, the other to discuss the supply of fodder, bulls and dairy produce. Twenty-seven resolutions were formulated by the conference, after a full discussion of all the subjects mentioned above. These resolutions are now engaging the attention of the Government and effect is being given, as far as is practicable, to the recommendations of the conference.

Cattle
conference.

CO-OPERATIVE CREDIT SOCIETIES.

159. No change occurred in the staff of the department. Excepting central societies, each class of society increased in numbers during the year, urban and rural societies practically doubling their numbers, while their working capital rose from nearly 33 lakhs to over 36 lakhs. On the other hand there was a large fall by nearly 12,000 in the number of members. This was due chiefly to the dissolution of the Bara Banki bank, which had a membership of 8,400, and to the abolition of a number of affiliated societies either owing to default or to the organisation of independent rural societies in their place.

General.

160. The financial position of the three central banks was good. The Budaun bank increased its capital to nearly $2\frac{1}{2}$ lakhs and financed 113 societies. At the end of the year's working a dividend of 8 per cent. was again declared. The Mainpuri bank nearly doubled its capital and financed 33 societies as against 18 last year. It also declared a dividend of 8 per cent. The Fatehpur bank's operations increased slightly during the year.

Central
Societies.

161. With the exception of those at Jalaun, Kashi and Unao, the district banks were formed originally with shareholders and affiliated societies. With a view to realising and increasing the co-operative character of the movement these affiliated societies are now being replaced by independent ones, and only one bank now restricts its business to affiliated societies. The total working capital of the 15 district banks fell slightly during the year by about Rs. 5,000 to just under Rs. $19\frac{1}{2}$ lakhs, owing to the dissolution of the Bara Banki bank which had a capital of $2\frac{1}{2}$ lakhs. The banks all shewed an increase in business despite the process of reorganisation going on. Altogether 439 rural and 59 urban societies were financed by them in addition to the business done with shareholders and affiliated societies. The combined profits made by these banks amounted to Rs. 66,220 at the end of the year and the average rate of dividend declared was over $8\frac{1}{2}$ per cent., the lowest being 6 $\frac{1}{2}$. Arrears exceeded 13 per cent. of the outstandings on the average, which is a slight improvement on the conditions of last year. Small urban societies have increased greatly, especially in the Benares and Rae Bareilly districts. There are now 60 such societies in existence formed among fruit and vegetable sellers, milk sellers, shoe makers, tanners, brassworkers, furniture makers, weavers, butchers, municipal menials and domestic servants.

Urban
Societies.

Rural societies.

162. The number of rural societies has more than doubled during the year, having risen from 317 to 691. The number of members has risen from 43,890 to 47,679 and their capital from 10½ to 13½ lakhs. The new societies now being formed are much smaller and more compact than those of the old type. This accounts for the disproportion between the increase in the membership and in the numbers of the new societies. The shares and deposits of members increased from Rs. 1,26,000 to Rs. 1,82,000. Nearly 15½ lakhs were lent to their members by societies during the year, while more than 12½ lakhs were repaid. About 17 per cent. of the outstanding loans was in arrear at the end of the year; but if the figures for Unao be excluded, the amount falls to only 10 per cent. Rural societies have thus made a steady and considerable advance during the year.

30—Weather and crops.

(For details see the annual season and crop report for 1909-10, the tables appended to the agricultural statistics of British India and the area and yield of certain principal crops in India.)

Character of
 the seasons.

163. The monsoon of 1909 broke earlier than has been usual of recent years and by the middle of June all districts, except Cawnpore and parts of the Meerut and Agra divisions, had received enough rain to start agricultural work. The July rainfall was universal and exceptionally heavy, rendering the soil too wet to permit of full sowings for the autumn crops, except in rice tracts. With August came a welcome break, which extended everywhere except to the hills and some submontane districts. This was followed by more rain which lasted on into September. After this falls became light and scattered in the west, but continued more persistently in the south and east. In Hardoi, Kheri, Gonda and Bahraich however a serious deficiency of rain occurred during September, though in the two last-named districts this was remedied to some extent by falls in early October. Summing up it may be said that the season was on the whole favourable though somewhat too wet at the beginning.

The soil for the sowing of the spring harvest was moister than it had been of recent years, and less preliminary irrigation was needed than usual. November was dry, but there was good general rain in December, and further falls occurred in January. February brought some light showers in the plains and fair rain in the hills. March, April and most of May were dry, but at the end of May came a preliminary burst of the next monsoon. The cold season was thus highly favourable everywhere, with the exception of some parts of the hill districts, where a prolonged drought succeeded the rains of February. No serious injury from frost or hail was reported and rust caused but little damage to the crops.

Cultivated
 area.

164. The cultivated area for the year rose by over 500,000 acres to just under 36 million acres and exceeded the normal by 2·4 per cent. The areas of the autumn and spring crops were one per cent. above and three below the normal respectively. The extra hot weather crop was sown over a smaller area than in 1908-09 which only exceeded the normal by 6 per cent. as was natural in a more favourable season. The twice cropped area, rose considerably, but it was still 13 per cent. below the normal. The area under cultivation for the autumn crop was less than it had been for three years past, a result due to the excessive rain at the sowing period. More favourable conditions however led to a great extension of the area under the spring crop which went up by 2½ million acres. Throughout the province of Agra the normal area was exceeded by one per cent. but in Oudh every district shewed a defect, varying from 5 per cent. in the south to as much as 20 per cent. in some of the northern districts where the famine was most severely felt. It is difficult to account adequately for this phenomenon. Though moisture was probably somewhat deficient in parts of Oudh during September and October, this alone would not suffice to account for the large defect in the area sown, having regard to the figures in adjoining tracts of the Agra province. It has been suggested that seed was scarce and dear, that there was some distrust of the capacity of the wells for

purposes of irrigation and that the yield of the spring crops had been inferior for at least two years past, all of which may certainly have been contributory causes. But it will be interesting to note in the succeeding year whether this decrease in the sowing of spring crops is to continue, or is merely a temporary setback. The fall of the area cropped during the hot weather to a figure more closely approaching the normal is a wholesome indication that the quantity of the food supplies in the hands of the people has again been brought up to the standard they consider sufficient.

The variation in the areas of specific autumn crops was such as might have been expected from the character of the season. All food crops, with the exception of rice, showed a more or less marked decline. But maize, *bajra* and the small millets still covered an area greatly exceeding the normal, while rice, despite an increase of over 225,000 acres in its cultivation during the year, was still about 16 per cent. under the normal. For various reasons sugarcane shewed a further substantial fall in cultivation and the area under cotton also declined considerably. In the spring harvest barley and rapeseed were both sown over areas largely in excess of the normal. Other crops approximated to the normal, with the exception of linseed and opium, which were far below it.

165. The irrigated area was practically the same as in the previous year, an insignificant increase of .2 per cent. only being recorded. In all 1,00,53,061 acres were irrigated from the various sources. Wells, as usual, were the most abundant source of supply whilst 2,085,921 acres were irrigated from government canals.

Irrigation.

166. In the autumn harvest every crop produced a better outturn than it did in the preceding year, with the solitary exception of maize which was adversely affected by the excessive rain in July. Early rice was good nearly everywhere and late rice was poor in three districts only. *Juar* did not do well in many Oudh districts but *bajra*, *mandua* and cotton were fairly good everywhere. Sugarcane was inferior in Oudh and the eastern districts, much damage being done to it by insect pests. The spring harvest was everywhere excellent with the exception of Dehra Dun and Garhwal, which suffered somewhat from the prolonged drought in the spring months. The official return gives a normal outturn for the provinces as a whole, but there is no doubt that in the majority of districts this was largely exceeded and that a bumper crop was the rule rather than the exception. The hot weather crop gave a normal yield: mangos were plentiful but the yield of *mahua* was too erratic to admit of general statements being made about it.

Outturn.

167. Prices were still high when the year opened. There was a substantial fall as time went on but they had not, at the year's end, reached the rate which was considered normal previous to 1905. From July 1909 till February 1910, wheat in the Cawnpore market fluctuated between 9.0 and 9.25 sers to the rupee. In March it fell to 10 sers and thereafter it cheapened by a ser in each of the two succeeding months and then remained stationary at 12 sers. Other food-grains fell more noticeably. In July 1909 the cheapest grains at Cawnpore, barley and maize, stood at 15.5 sers to the rupee; but after this month 20 sers or a very little less was the average rate throughout the year.

Prices.

31—Horticulture.

(For details see the annual reports on the horticultural gardens at Lucknow, and the botanical gardens at Saharanpur for 1909-10.)

168. A number of improvements in the gardens at Lucknow were made during the year with a view to improving the condition of the fruit trees for propagating, of the acclimatised flowers and of the rose garden. The rainfall was abundant and well distributed and no damage occurred from frost, but floods caused some injury to the exotic plantation. Discontinuance of the sale of imported seed caused a fall in the receipts to Rs. 14,816. Expenditure amounted to Rs. 27,369. The five students working in the chauthri class made excellent progress as did the members of the arboricultural class. There were also two students undergoing instruction

Horticultural
gardens.

PRODUCTION AND DISTRIBUTION.

Botanical gardens.

as overseers. Fifty applications for gardeners were received of which one-third were met.

169. The policy of working the gardens at Saharanpur as a centre for supplying horticultural education rather than as a commercial venture was continued. Sale of imported seeds was stopped and other steps taken to encourage local enterprise. The rainy season was normal. Acclimatisation and other experimental work were carried on. Receipts fell to Rs. 22,892 in consequence of the new policy mentioned above, whilst expenditure amounted to Rs. 27,885. There were eight students in the overseer class and twelve in the chaudhri class under training. The demand for gardeners trained in the gardens continued to expand, 93 applications being received of which only 11 could be satisfied.

32—Forests.

(For details see the annual report on the operations of the Forest department for 1909-10.)

Area and demarcation.

170. The total area of the forests of all classes was practically unaltered during the year. In Kheri 7,466 acres of unclassified forest were taken up as reserved forest and settled as a grazing reserve. Beyond this very little settlement work was done during the year. In the Garhwal, Kheri and Gorakhpur divisions a thorough revision and demarcation of the boundaries was set on foot and made good progress.

Revenue.

171. The revenue for the year rose by nearly $1\frac{1}{2}$ lakhs to Rs. 22,65,518. There was a small increase of revenue in the western circle owing to a better market for bamboos and the improvement of the resin and turpentine business; but the principal rise took place in the eastern circle where the sale of timber and firewood expanded greatly, thanks to the revival of the timber trade after the depression of the last two years. The receipts of most of the divisions in this circle are now, and will for the next two or three years continue to be, abnormally swelled by the sales of dead trees killed in the recent drought. This temporary expansion of revenue will inevitably be followed by a considerable diminution during a long period of 15 or 20 years, till the forests have fully recovered themselves and their losses have been made good. The annual decrease in income during this period is estimated at $1\frac{1}{2}$ lakhs.

Expenditure.

172. The expenditure for the year amounted to Rs. 12,21,140, a small increase of about Rs. 11,500 on last year's total. Roads and buildings accounted for about Rs. 60,000 and Rs. 95,000 respectively: establishment cost over $5\frac{1}{2}$ lakhs, whilst nearly $1\frac{1}{2}$ lakhs were spent on organisation and improvement of the forests. The surplus of revenue over expenditure amounted to nearly $10\frac{1}{2}$ lakhs or 41.6 per cent. on the gross revenue. This surplus was better by one lakh than that of last year.

Outturn.

173. The outturn of timber and fuel exceeded $19\frac{1}{4}$ million cubic feet which is an increase of more than 3 million cubic feet on last year's total. The improvement in the timber trade and the large stocks of dead wood in the forests account for this rise. The Chunakhan quarries were leased during the year for a period of 5 years, the contractor undertaking to pay a royalty of Rs. 16 on every 100 maunds of lime stone extracted and to quarry not less than 50,000 maunds annually. The income from the sale of khair trees in Kumaun, Pilibhit and Bahraich for the manufacture of catechu was over Rs. 20,000 and nearly 4,500 maunds of catechu were exported. The manufacture of turpentine and colophony was carried on in the Naini Tal and Jaunsar divisions, a profit of over Rs. 39,000 being realised on the year's working. The results would have been even better but for the fact that the resin market was very slack during the greater part of the year, whilst for a long time there was no demand for turpentine. Arrangements have now been made to sell the output of resin up till April 1911 at Rs. 6-7-0 per maund in Cawnpore and 20,000 gallons of turpentine at about Rs. 2 per gallon, so that the prospects of this industry are now much brighter.

174. Offences against forest laws shewed a further rise in number from 2,544 in 1908-09 to 2,967. Of this total 488 were brought into court, 2,024 were disposed of under section 67 of the Forest Act, while 455 remained undetected. Unauthorized felling or appropriation of wood was far the commonest offence and accounted for three-fifths of the whole number recorded. Grazing without permission was also common. There were 149 cases of injury to the forests by fire of which 90 went undetected and 26 were prosecuted in court. The small number of cases, 488, actually taken into court during the year, indicates the smooth working of the forest laws, and the fact that in all but 55 of these cases convictions were obtained shews that there was no undue harrassment of residents near the forests. It is satisfactory to note that the relations of subordinate officials of the forest department with the people were generally cordial and even friendly.

Breaches of
forest rules.

175. The total area under protection from fire was extended by just over 30,000 acres to 2,120,892 acres at a cost of Rs. 73,000. The year was not favourable to fire conservancy in the western circle owing to the failure of the winter rains and an early commencement of the hot weather. In the eastern circle conditions were better; and in both circles the early arrival of the monsoon reduced the cost of conservancy. In the western circle 5 per cent. only of the protected area was burnt: in the eastern circle 4.6 per cent. The two largest fires of the year occurred in Pilibhit and destroyed about 5,000 acres each. They were attributed to malice but the offenders were not discovered. In Kheri three fires started by sparks from railway engines destroyed over 5,000 acres of forest, and in Banda a number of destructive fires occurred owing to the insufficient width of the exterior fire lines.

Protection
from fire.

176. Income from grazing and fodder amounted to over 1½ lakhs. An area of 10,233½ square miles, all classes of forest being included, was open to all animals throughout the year. Of reserved forests however only 1,130 square miles were open to grazing.

Grazing.

177. The area of the district forests, 9,069 square miles, remained virtually unaltered. No regular settlement work was done during the year. In Binaikdhura more land was bought for afforestation. In Naini Tal 35 miles of new boundary lines were cut. In Almora five new blocks were selected for demarcation and external boundaries in 15 blocks were made. In Garhwal the demarcation of seven blocks, which could not be carried out in the previous year, was completed. The only road of importance under construction was the Almora-Kaparkhan cart road, which was finished. Six rest-houses were in process of being built.

District
Forests.

Natural reproduction, except in the case of sal seedlings, was not very good and artificial sowings were damaged by insects and the early cessation of the rains; but on the whole the results were encouraging. There was a great increase in the quantity of timber and firewood extracted, nearly a million cubic feet of timber being sold in excess of the amount disposed of last year. The quantity of timber given to right-holders also showed a considerable increase. The expenditure on the district forests exceeded the revenue by just under Rs. 4,000, a result which compares favourably with that of last year, when the deficit amounted to Rs. 19,000.

178. A new working plan for the forests of the Bahraich division was sanctioned during the year, and in several divisions of the eastern circle revision of the working plan, necessitated by the effects of the drought, was in progress. Natural reproduction was on the whole good in both circles, especially in the case of sal. The results of artificial reproduction were not very encouraging, except in a few instances.

General.

Thanks to the heavy rainfall during the monsoon of 1909, the ill effects of the recent drought have ceased and the forests were everywhere recovering. In Kumaun little damage has been done. In Pilibhit, Kheri and Bahraich the damage was most severe, but the water level has now risen two feet and many half dry trees have begun to recover. The cis-Sarda forests of the Kheri district are to be examined with a view to drawing up a scheme for restocking the enormous blanks which exist in them. Experiments were made in Pilibhit with regard to the possibility of cutting forest fodder

grasses and stacking them as hay for export. A scheme was set on foot to introduce English trout into the lakes and streams of Kumaun. Tanks and ponds were constructed near Bhowali and a supply of ova obtained from Kashmir. So far the experiment has been attended with great success. A number of fry have been turned loose into the lake at Naini Tal and the neighbouring streams, whilst others are being kept for breeding purposes. If breeding can be successfully carried out, there is every hope of the trout becoming naturalised in Kumaun.

33—Mines and quarries.

RETURN OF MINES, MINERALS AND GEMS.

(For details see the annual report on the Mirzapur Stone Mahal for 1909-10 and the tables under head Mineral production, Part I, Statistics of British India.)

Mines.

179. No regular mines were worked in these provinces during the year under report. Native workings produced iron worth Rs. 760 in Garhwal and gold valued at Rs. 200 is reported to have been washed in the districts of Bijnor, Naini Tal and Garhwal.

Quarries.

180. About 155,000 tons of sandstone valued at Rs. 2,68,200 were extracted in the quarries of the Mirzapur district, and slate was quarried, chiefly in Almora and Garhwal, to the extent of 6,150 tons.

34—Manufactures.

(For details see the industrial and commercial statistics, Parts I and II, Statistics of British India.)

Industrial development.

181. There is a growing interest in the industrial development of these provinces. Among the larger industries, a cotton mill which was in course of construction at Moradabad last year, began its operations during the year. The number of cotton gins and presses also rose from 105 to 111, employing a daily average of nearly 12,900 persons as against 11,043 employed in the previous year. The lac industry at Mirzapur was exceptionally busy. The number of factories was more than doubled and the average number of hands engaged in them rose from 3,883 to 13,842. The jute mill at Cawnpore is in liquidation. Though two new tanneries are reported to have been established at Cawnpore and Agra, the number of operatives in this industry declined from 3,959 to 3,059 owing mainly to the high prices of raw materials. The indigo industry continues to decline and more factories were closed during the year. Amongst new miscellaneous concerns may be mentioned a carpet factory at Meerut, two saw mills at Kheri and another large printing press in Allahabad. Efforts to make the handloom weaving industry a success were continued during the year. Besides the Hewett weaving school at Bara Banki and four smaller schools in the Saharanpur, Moradabad, Hardoi and Fyzabad districts, the school at Almora was reorganised and it was decided to open a blanket weaving school at Muzaffarnagar. The weaving school inspector also assisted in the organisation of schools at Mianganj in Unao and at Shahjahanpur.

The year was marked by the inception of the scheme for an exhibition at Allahabad, and the enthusiasm aroused by the project is a most hopeful augury for the industrial future of the province.

35—Trade.

(For details see the annual reports on inland and foreign trade for 1909-10 and the accounts of trade carried by rail and river in India.)

Additions to the railway system

182. Four extensions of the railway system were opened to traffic during the year :—

- (1) the Hindaun-Muttra section of the Nagda-Muttra railway with a length of 66½ miles :
- (2) the Madho Singh-Jhusi section of the Benares-Allahabad branch of the Bengal and North-Western railway with a length of 42 miles :

(3) the Madhoganj-Sandi extension of the Oudh and Rohilkhand railway, with a length of 17 miles :

(4) the Balamau-Sitapur branch of the same railway with a length of 22½ miles which was opened as far as Misrikh.

183. The external rail-borne traffic of the province rose by 171 lakhs of maunds or 21 per cent. and its value by 302 lakhs of rupees or 5 per cent. Improvement occurred in both imports and exports, and the returns indicate a restoration of normal conditions after the scarcity. External rail-borne traffic.

184. Imports rose by 102 lakhs of maunds in weight and by 18 lakhs of rupees in value. Trade with Bengal, Rajputana and Central India was better than in the previous year owing to increased receipts of coal, coke, salt and raw cotton. The other blocks shew decreases especially the Panjab and Calcutta, owing to the reduced import of grain. Imports of coal and coke rose by 123 lakhs of maunds to nearly 271½ lakhs which is a record figure. Of this total 140 lakhs were for railways and 131 for other purposes. There was a heavy rise in the import of cotton goods by over a lakh of maunds, a natural result of increasing prosperity. Imports of grain and pulse declined again by 26½ lakhs of maunds but the total was still above the level of normally prosperous years. Imports of gunny bags and cloth, lac, brass and copper all continued to expand, whilst the trade in kerosine, salt and spice, was the largest on record. Imports of unrefined sugar increased by 236,474 maunds, but this was more than counterbalanced by the heavy decline in imports of refined sugar and of the raw product. The nett decrease amounted to over 80,000 maunds and was accompanied by an increase in the export of this commodity. Imports.

185. The export trade rose by 69 lakhs of maunds in weight and by 284 lakhs of rupees in value. Trade with Calcutta, Bombay and Karachi went up, but with Bengal and the Panjab it declined. The demand for cotton was great and, despite the crop being even shorter than in the previous year, exports increased by over 294,000 maunds. Grain and pulse continued to be exported in larger quantities, an increase of 26 lakhs of maunds being recorded, of which the greater part was due to the steady demand for wheat throughout the year. The hide and skin trade remained nearly stationary, export of raw hides falling, that of raw skins rising. The export of oilseeds rose by 23½ lakhs of maunds and thus made up the ground they had lost in the previous year. Exports of sugar rose by over 9½ lakhs of maunds and exceeded the imports by 33 lakhs. Exports.

186. The trade of Cawnpore city which formed 10·5 per cent. of the total external rail-borne traffic of the province remained almost stationary. Imports dropped from 69 to 67 lakhs of maunds, while exports rose from 34 to 37. Trade of Cawnpore.

187. Internal rail-borne traffic shewed a slight rise, the total trade being 218 lakhs of maunds, as compared with 216 in 1908-09. Internal rail-borne traffic.

188. The river-borne traffic between this province and Calcutta, which alone is now recorded, was insignificant. Imports amounted to 190,495 maunds and exports to 63,103 maunds, both totals being slightly higher than those of the preceding year. River-borne traffic.

FOREIGN TRADE.

189. The total volume of trade with Tibet rose during the year by about 4,500 maunds to 127,051 maunds. Imports shewed a decided rise and were better than they had been for the previous three years, but exports again declined. The imports of salt and borax increased whilst that of wool fell off. The further decline in exports was due chiefly to the reduced amount of grain and sugar sent over the frontier. Export of cotton goods however shewed a slight increase. The Tibetan trade is liable to great fluctuations. Imports depend largely on the current price of borax and wool at Haldwani and Tanakpur, while salt is carried as a make-weight when there is a shortage of other goods. Exports are governed by the quality of the harvests gathered in the hills. Tibet.

PRODUC-
TION AND
DISTRIBUTION.

Nepal.

190. Imports from Nepal rose by 607,531 maunds and were better than in any of the preceding six years. This was due to the good harvests obtained in Nepal which enabled a much larger quantity of grain and oil seeds to be exported. A notable increase in the import of both these commodities occurred in every frontier district. Silver coin also, clarified butter and raw fibrous products all showed an increase, but the import of hides and skins, gums, resins and timber, with the exception of teak, fell off. Exports to Nepal rose slightly after the marked decline of the preceding year, by nearly 9,000 maunds, but their value decreased by $3\frac{1}{2}$ lakhs of rupees owing to the reduction in the exports of cotton and sugar. On the other hand salt, metals and tobacco were all exported in larger quantities. A revised schedule of import and export duties levied by the Nepalese Darbar came into force on the 16th July 1909 : it applies to the whole of Nepal. The recommendations made by the special officer appointed in the previous year for improving the system of registering the trade with Nepal were carried into effect during the year, and the traffic registration posts were reallocated in accordance with his report.

36—Buildings and Roads.

(For details see the annual administration report, Public Works department, Buildings and Roads Branch, for 1909-10.)

Revenue and
Expenditure.

191. The revenue realised during the year amounted to Rs. 3,15,945, all but Rs. 33,000 of this sum coming under the head Provincial. Expenditure actually incurred reached a total of Rs. 93,06,338. The cost of imperial works was Rs. 4,26,087, of famine relief works Rs. 26,320, of provincial works Rs. 54,72,175, of excluded local works Rs. 28,75,878 and of contribution works Rs. 5,05,878.

Imperial build-
ings.

192. A recruiting dépôt at Gorakhpur was begun during the year. A post and telegraph office at Hardwar was finished and a post office at Benares commenced. The post office at Jhansi and the postal workshops at Aligarh were enlarged. The additions and alterations of the Muktesar laboratory were completed. One new godown at the Ghazipur opium factory was begun and another, which was being remodelled, was finished. The construction of a new vault in the Fort at Allahabad for holding a reserve of ten crores of rupees was put in hand.

Provincial and
local buildings.

193. The old building purchased at Cawnpore last year was enlarged and adopted for the purpose of a circuit-house. A new court-house, with subsidiary buildings, for the Collector at Jaunpur was under construction. The new agricultural college at Cawnpore, estimated to cost nearly 4 lakhs, was practically finished. Work on the Sarnath museum was well advanced.

Educational buildings made good progress during the year. The school of design at Lucknow was completed at a cost of nearly Rs. 87,000, as were the industrial schools at Lucknow and Gorakhpur, the carpentry school at Bareilly and the weaving school at Benares. The high school at Meerut was finished, and the new school buildings at Agra, Rae Bareilly and Basti made good progress. A new block for the training college at Allahabad was begun and the conversion of the City Magistrate's court at Lucknow into a training college for teachers was completed. A new laboratory was added to the Muir central college at Allahabad and the existing laboratory was enlarged.

The construction of a new Judge's court at Benares was taken in hand and good progress made with a combined court house for the Munsifs and the Subordinate Judge at Bahraich.

A new first class police station in Hazratganj at Lucknow was finished at a cost of over Rs. 83,000. Numerous other works in connection with the reallocation of the police in the province were completed or in progress during the year.

The college buildings of the medical college at Lucknow were begun, but the rest of the work was in abeyance pending the Secretary of State's sanction being given to the revised designs and estimate. A new dispensary at Meerut, estimated to cost nearly $1\frac{1}{2}$ lakhs, was started whilst the enlargement

of two other dispensaries at Aligarh and Bareilly was well advanced. The construction of the new Canning college at Lucknow, which is estimated to cost 7½ lakhs, advanced rapidly and hopes are entertained of finishing it in 1911.

194. The improvement and extension of the metalled roads in the province were continued during the year. Important works in connection with the metalling of roads were undertaken in the Rae Bareli, Partabgarh, Jalaun, Agra, Farrukhabad, Muttra, Etah, Budaun, Banda, Allahabad, Jaunpur, and Basti districts. Bridges were under construction over the Katra at Maholi, over the Gumti at Bargadiaghat and at Machi Bhawan in Lucknow.

Communications.

195. The mileage of roads maintained during the year was as follows :—
Metalled roads maintained by the Public Works department, 6,502 miles, metalled roads maintained by the local authorities, 10 miles, unmetalled roads maintained by the Public Works department, 1,720 miles, unmetalled roads maintained by the local authorities, 25,141 miles. One hundred and twenty-seven miles of new metalled roads were constructed during the year.

Mileage.

196. Navigation training works on the Ganges were carried out in five districts. In the Allahabad district operations were conducted on the 24 miles between Sirsaghat and the confluence of the Ganges and Jumna. The channel was demarcated and shallows deepened. In the Benares division 250 miles of channel, between Nahwai in the Mirzapur district to the mouth of the Gogra, were maintained. The river was surveyed and the channel marked with buoys and flags, danger signals being fixed where necessary and spurs constructed to regulate the current of the river. Boat traffic between Mirzapur and Benares was heavy, whilst steamers plied as high up as Buxar. Though the river was low no accidents occurred and no complaints of consequence were made. During the year Rs. 7,861 were expended on navigation.

Navigation works.

197. One thousand eight hundred and fifty-one miles of avenues were maintained during the year; eighty-five miles of avenue were newly planted, over thirty thousand trees being put in. Receipts amounted to Rs. 25,767, expenses to Rs. 58,687.

Arboriculture.

198. The value of the work done by the Roorkee workshops aggregated Rs. 2,45,755, about three-fifths of which was for the Public Works department. The value of work done for private customers was Rs. 21,747. The gross revenue of the year was Rs. 36,080, while the expenses of upkeep amounted to Rs. 48,160, so that expenditure exceeded revenue by Rs. 12,080.

Roorkee workshops.

199. Private persons expended Rs. 2,55,887 on works of public utility, principally wells, rest-houses, tanks, schools and dispensaries, during the year.

Private works.

37—Canals.

200. The capital expenditure during the year was Rs. 20,65,545 of which 14 lakhs were spent on protective works, nearly 6½ lakhs on productive works and the balance on minor works. Protective works were in progress on the Betwa canal and Dhukwan weir, on the Pahuj-Garhmanu canals, on the Ken canal and Gangao dam and on the Dhasan canal. Most of these works were finished or nearing completion during the year.

Outlay and construction.

Expenditure on productive works was incurred chiefly in extending and remodelling distributary channels, and the construction of a divisional office and residence for the canal officer at Delhi, with some improvements to buildings elsewhere. The Hathras branch of the Upper Ganges canal was begun in October 1909.

Amongst the minor works mention may be made of the restoration of tanks in the south Jumna tracts, of which 22 were being dealt with. A number of field embankment works in Hamirpur, Banda and Allahabad, originally begun with famino labour, were completed or fitted with sluices. The length of channels in operation at the close of the year was 14,775 miles, an increase of 194 miles.

201. The Sarda survey division completed the alignment of the main line of the feeder canal and made good progress with the branches. A second division finished the preliminary surveys for canals from the Gandak

Surveys.

PRODUCTION AND DISTRIBUTION.

and Rapti to serve parts of the Gorakhpur and Bahraich districts and prepared estimates. A preliminary reconnaissance of a number of the minor streams in the districts on the Nepalese frontier was also made. In Fyzabad surveys for an irrigation scheme by pumping from the Gogra were in progress. The upper storage reservoir of the Belan canal and the Ghaggar and Gorai canal projects in the Mirzapur district were surveyed and a scheme to irrigate the domains of the Maharaja of Benares was also prepared. In Banda, Hamirpur, Jhansi and Jalaun survey parties were occupied with the preparation of famine relief projects.

Financial results.

202. The gross receipts from all classes of works amounted to Rs. 1,10,91,931, a decrease of Rs. 3,38,380 as compared with the total of 1908-09. The working expenses totalled Rs. 40,58,241 an increase of 2 lakhs on the previous year. The nett revenue was Rs. 70,33,690 and the nett profit, after deducting interest charges, was nearly 37½ lakhs.

Assessments.

203. Assessments amounted to Rs. 1,06,47,856. This is nearly 3 per cent. lower than the figure for the preceding year, but exceeds the average of the previous nine years by nearly 1½ lakhs.

38—Irrigation.

Irrigated area.

204. Owing to the timely and well distributed rainfall of the monsoon the irrigated area diminished by about 10 per cent. falling to 2,512,865 acres. The heavy rain which fell at the end of April enabled a large area of cotton, maize and millets to be sown without artificial irrigation and checked the demand for the preliminary watering of sugarcane. Throughout the monsoon there was no demand except during the break in August. The cold season was normal. The soil was generally moist enough to permit of sowing without previous flushing, and the rainfall in December again checked the demand for water. With the exception of the Ken and Dan canals ample supplies were everywhere available. Remissions on account of damage to crops from short supplies fell again from Rs. 25,397 in 1908-09 to only Rs. 15,921, a most gratifying result.

Crops irrigated.

205. The value of crops raised by canal water was estimated at nearly 13 crores. The principal crops irrigated were as follows:—Sugarcane 290,330 acres; rice 191,628 acres; cotton 267,971 acres; wheat 699,077 acres; barley 110,835 acres; peas 111,527 acres; other miscellaneous cold weather food grains 526,439 acres. The total area of irrigated crops was less than the average of the past nine years by about 170,000 acres.

CHAPTER V.—REVENUE AND FINANCE.

IMPERIAL REVENUE AND FINANCE.

39—Gross Revenue.

[For details see the accounts of 1909-10 and the tables under head Finance and Revenue, Part IV (a) and (b), Statistics of British India.]

206. The imperial share of the gross revenue amounted to Rs. 5,44,15,858 as compared with Rs. 4,26,22,414 in the previous year. Imperial Revenue.

40—Land Revenue.

207. The gross land revenue realised during the year was Rs. 6,98,61,785 of which the imperial share was Rs. 4,11,68,296. Land Revenue.

41—Canal Revenue.

208. The gross revenue accruing from canals during the year amounted to Rs. 92,19,802 of which the imperial share was Rs. 3,50,824. Canal Revenue.

42—Excise.

[For details see the annual report on the administration of excise for 1909-10 and the tables under head Finance and Revenue, Part IV (b), Statistics of British India.]

209. The real receipts from excise rose during the year by a little over 2 lakhs to Rs. 86,02,052. The recovery from the heavy decrease in the preceding year was a slight one. It would have been more marked but for the high prices of food grains and materials for distillation and the lingering effects of the famine in some tracts. Towards the close of the year these conditions ceased to exist and a noticeable recovery took place. The raising of the still head duty in a number of towns and districts also tended to check consumption and the introduction of the contract system exerted an adverse influence on the revenue. Receipts.

210. The gross demand for the year was 88.14 lakhs of which 98.5 per cent. was collected. Out of the balance of $1\frac{1}{3}$ lakhs, about one-third was collected after the close of the year, leaving a balance for collection of just under Rs. 70,000. Most of this was owed by a defaulting drugs contractor and the remainder represents temporary postponements which were in process of collection. Collections.

211. The number of shops for the sale of country spirit under the distillery system was again reduced from 4,358 to 4,244. Licence fees in the distillery area fell by 1.2 per cent. despite considerable conversions from outstill tracts. With the exception of Gorakhpur this decrease was common to all districts. Increases in the rate of still head duty were made from April 1st, 1909, in numerous towns and districts. The duty on distillery liquor went up by over 3 lakhs to nearly 33 lakhs. The incidence of licence fees and still head duty combined amounts to Rs. 4-13-0 per L. P. gallon. Consumption increased to 1,013,888 gallons, a rise of 5.9 per cent. This was a natural result of the improved agricultural conditions; but it is noteworthy that the consumption in 1907-08 on a much smaller area exceeded this total by over 100,000 gallons. The consumption of the weaker 50° U. P. spirit rose by 45,000 gallons to 155,793 gallons, but its use was almost confined to the large towns. In rural areas retailers and consumers usually buy the stronger quality for convenience of transport and water it down to suit their tastes. Country spirit.

212. The contract supply system for country spirit was introduced into the distillery area of 15 districts on April 1st, 1909. These districts were divided into seven "contract areas" and the contracts for supplying them were given to four large firms of distillers. Under the new system the Contract supply system.

wholesale price of the spirit is considerably less than it was before, varying from Re. 1 to 12 annas per gallon L. P., whilst its quality is greatly superior to the product of the old distilleries. The spirit is available to vendors at conveniently arranged bonded warehouses. On the other hand retail vendors are forbidden to water the spirit or to sell on credit : they have to use standard measures and keep proper accounts. They are also subjected to constant inspection by the increased excise staff. All this makes for far more effective control and supervision, whilst the interests of the consumer are well looked after. Nevertheless on its introduction the new system was unpopular. The restrictions on sale were found to be irksome, whilst the purity and lack of flavour of the new spirit made it seem tasteless to the general public. To some extent these objections have now been remedied and it is expected that the trade will soon adapt itself to the different conditions. The immediate effect of the innovation however was a distinct fall both in licence fees and consumption. Arrangements were made for introducing this system into Naini Tal, and parts of Almora and Garhwal from April 1st, 1910.

Outstill area.

213. The outstill area was further reduced in size by the introduction of the distillery system into the whole of the Gorakhpur district, with the exception of a narrow strip on the Nepalese frontier, whilst in pargana Mahroni of the Jhansi district the outstill was replaced by the farming system. The number of shops was reduced from 812 to 710 and as a result the revenue from them fell by 34 per cent. to Rs. 2·28 lakhs.

Hemp drugs.

214. Both licence fees and duty on hemp drugs shewed a small decrease. The *charas* market was much disturbed during the year owing to a rumour that the Chinese authorities in Yarkand had prohibited its export. Within three months the price of the drug was quadrupled and though the latest information was to the effect that the rumour was unfounded, the price at the close of the year was more than double the normal. The high price of *charas* somewhat increased the consumption of *ganja*. Owing to the disturbance of the market it was decided to postpone the proposed enhancement of duty on *ganja* and *charas*. The number of shops for retail sale of hemp drugs was reduced by 69.

Opium.

215. Licence fees for the sale of opium rose by over Rs. 50,000 to Rs. 3,49,681. This was partly due to improved conditions and partly to the abolition of official vend in certain districts. Consumption went up by over 4,000 sers to 67,067 sers, and the duty by nearly Rs. 30,000 to Rs. 5,85,056. The issue price of opium was raised substantially at the beginning of the year and now stands at between Rs. 16 and Rs. 18 per ser. Cultivation of the poppy decreased by about 12 per cent.

Tari and
sendhi, (sap of
palmyra and
date palms).

216. Receipts from *tari* and *sendhi* increased by over 14 per cent. to nearly 2 lakhs. This was due to a variety of causes, such as the conversion of outstill areas which raised the price of country spirit, the unpopularity of the new distillery spirit under the contract system and to improved agricultural conditions. A further reduction of 40 was made in the number of shops.

Prosecutions.

217. Prosecutions under the Excise Act rose largely from 854 to 1,246. The number of cases of illegal manufacture went up by nearly 150 owing to increased activity in Allahabad, Partabgarh and Fatehpur. The increase in the staff and the more effective supervision exercised is responsible for a large number of the cases. The amount paid in rewards increased to Rs. 8,442.

The great profits attending the smuggling of cocaine ensure its continuance. There were 41 cases during the year of which 38 were successful. In one case a compounder at a dispensary was found to be carrying on a brisk trade in cocaine which he obtained by means of forged vouchers. In another case a smuggler was discovered to be obtaining his supply through a railway fitter. The traffic in contraband opium continued and will no doubt continue as long as there is a difference in price of Rs. 60 to Rs. 100 per ser between this province and Burma. The number of cases under the Opium Act rose from 362 to 402 and the sum paid in rewards from Rs. 4,291 to Rs. 5,222.

218. The new Excise Act (IV of 1910) received the assent of the Governor General in Council on February 24th, 1910. The revision of the rules was then taken in hand and the excise manual was rewritten. An officer of the home excise department was appointed as an expert adviser on distilleries in October 1909. A considerable number of inspectors were recruited and trained during the year, and at its close there were 180 on the list. The staff of the department worked well throughout the year and performed its arduous duties with energy and efficiency.

43—Stamps.

[For details see the annual report on the stamp returns for 1909-10 and the tables under head Stamps, Part IV (b), Statistics of British India.]

219. The gross receipts from stamps surpassed the previous record figures of the preceding year by over 10 lakhs and amounted to Rs. 1,10,40,172. The charges, excluding the amount paid as discount for the sale of stamps, rose by less than Rs. 2,000 to just over 1½ lakhs.

Receipts and charges.

220. Judicial stamps account for nearly nine lakhs of the increase, the greater part of it coming under the head of court-fee stamps in which every district except Dehra Dun showed a rise. This abnormal business in judicial stamps was ascribed to various causes, the return of prosperity to the masses and the fact that the extended period for filing redemption suits of certain mortgages was to elapse in August 1910. The sale of copy stamps rose by nearly half a lakh to Rs. 4,75,653.

Judicial stamps.

221. Receipts from non-judicial stamps shewed a rise of over 1½ lakhs to Rs. 24,02,718 which is virtually the same total as that of 1907-08. The use of stamps on bills of exchange continued to decrease slightly and will doubtless go on doing so, as western methods of remitting money come more into vogue.

Non-judicial stamps.

44—Assessed Taxes.

[For details see the annual income tax returns of the province for 1909-10 and the tables under the head Income Tax, Part IV (b), Statistics of British India.]

222. The income-tax is the only assessed tax in the province. The nett receipts for the year amounted to Rs. 22,10,881, a slight decrease of Rs. 28,000 as compared with the total of the previous year. This is due to smaller assessments on the profits of companies and on salaries paid by the Government. The difference between the original and final demands was slightly over Rs. 80,000 and the incidence per head of the population in the 17 largest cities of the province was 5 annas 10 pies against 6 annas in the previous year. The number of appeals and objections fell by over 600 to 8,916, but the rates of successful appeals rose by about 1 per cent. Writs of demand declined somewhat in number but other coercive processes shewed a large increase. The uncollected balance at the close of the year was Rs. 5,297.

Income-tax.

45—Any other taxes levied for imperial purposes.

223. Customs yielded Rs. 1,65,871 to the imperial exchequer as compared with Rs. 1,71,617 in the previous year and consist solely of the excise duty on cloth.

Other taxes.

46—Forests.

224. The revenue from forests, which is equally divided between imperial and provincial, yielded Rs. 11,50,582 to each head.

Forests.

47—Provincial Revenues.

(For details see the government resolution on the provincial revenues of 1909-10.)

225. This was the first year in which the new provincial settlement, which had been in existence since 1908, was in operation under normal conditions. One small change was made in the terms of the settlement. A

Financial settlement.

fixed assignment of Rs. 4,92,000 had been promised from imperial revenues to make good to the province the loss caused by the reduction of irrigation rates for sugarcane made in 1908-09, and at the same time the guaranteed minimum nett income from major irrigation works was reduced by the Government of India from 60 to 55 lakhs. On its being represented however that the loss caused by the lowering of the rates was in reality more than Rs. 4,92,000, the Imperial Government made an addition of half a lakh to the guaranteed minimum income, which now virtually stands at Rs. 60,42,000. An important point as to the interpretation of the terms of the settlement also came up for decision. Under the scheme for the distribution of famine expenditure the Local Government was to be credited annually with a fixed sum of 4½ lakhs and these sums were to accumulate as a famine reserve fund till they reached a total of 30 lakhs. It was also arranged that if a famine supervened within five years after the introduction of the settlement, the province should be assumed to have at its credit a sum equal to five such annual assignments. The Comptroller-General was to keep up an account of the working of this arrangement. In August 1908 when the first account was made up, the province was shewn with a credit of 4½ lakhs and a debit of 22½ lakhs, being the assumed credits for five years, leaving the Local Government with a debit balance of 18 lakhs. The Comptroller-General considered that future annual assignments would have to be utilised in reduction of this debit till it had been cleared off, so that the province could not hope to start accumulating a famine reserve for another four years. The Local Government did not accept the view of the Comptroller-General and referred the question to the Government of India which ruled that the Comptroller-General's view was wrong. The province in consequence has now at the end of 1909-10 a credit balance of 4½ lakhs to form the nucleus of a famine reserve.

Financial
position.

226. The accounts of the year present no unusual features beyond a great rise in the stamp income and a fall in receipts from excise. The financial position is indicated in the following tables, figures indicative of money when given without the symbol "Rs." referring to thousands of rupees :—

	1908-09.	1909-10.	Difference.
Opening balance	... 20,02	30,09	+10,07
Receipts	... 6,32,00	5,70,61	-61,39
Charges	... 6,21,93	5,50,16	-71,77
Closing balance	... 30,09	50,54	+20,45

The increase in the opening balance is due to a grant of 10,00 made by the Imperial Government in aid of the Lucknow medical college at the close of 1908-09. The main cause of the reduction in receipts was the absence of the large assignments made by the Government of India in the previous year to enable the Local Government to meet the demands made by famine expenditure on its exchequer. The heavy decline in expenditure is principally accounted for by the cessation of the need for famine relief.

Receipts.

227. The Government of India gave the province a special assignment of 4,00 for further police reforms, another of 1,38 to bring the irrigation income up to the guaranteed minimum and a further recurring assignment of 4,92 to cover the loss due to reduction of irrigation rates for sugarcane.

Excluding these assignments provincial revenues shewed the following important increases and decreases :—

	Increase.	Decrease.
Land revenue	... 15,99	...
Stamps	... 5,30	...
Excise	... 57	...
Forests	... 63	...
Registration	... 61	...
Interest	... 3,00	...
Courts of Law	... 78	...
Miscellaneous	... 1,98	...
Provincial rates	...	40
Assessed taxes	...	42
Jails	...	36
Major irrigation works	...	5,39

The rise under 'land revenue' was due to the improved agricultural conditions, that under 'interest' to the heavy repayments of agricultural advances made during the year, while larger credits on account of unclaimed deposits chiefly swelled the 'miscellaneous' receipts. The decline under 'provincial rates' was due to lower receipts from wards' estates and that under 'assessed taxes' to the inclusion of an extra 55 under that head in the accounts of 1908-09, due to a late credit of the income-tax paid by the Bengal and North-Western Railway Company. The income from jail manufactures declined with the stoppage of the demand for baskets, tents and other appliances used at famine relief works. The other variations have been discussed elsewhere in the appropriate sections of this report.

228. The principal variations in the expenditure of the year are set out in the following table :—

	<i>Increase.</i>	<i>Decrease.</i>
Land revenue ...	...	3,08
Interest ...	...	97
General administration ...	...	1,14
Courts of law ...	...	1,14
Jails ...	...	3,42
Education ..	...	1,25
Medical ...	...	4,95
Stationery and printing ...	...	35
Miscellaneous ...	...	6,99
Irrigation, minor works ...	...	2,02
Excise ...	59	...
Police ...	1,18	...
Scientific and minor departments	3,15	...
Allowances and pensions	1,32	...
Irrigation, major works	1,59	...
Civil works, civil head	76	...
Departmental civil works	5,89	...

Leaving out of account the famine relief figures there was a nett decline of 11,11 in the charges of the year. The reduced expenditure under 'land revenue' was due to the reduction of establishment at the close of famine operations and to the curtailment of survey and settlement work. 'Interest' charges were lower as the advances made were considerably smaller than in the preceding year, while the reduction under 'general administration' was due to the transfer of charges on account of the commissioner of excise to the head 'excise' and to the absence of certain special items which occurred in 1908-09. Expenditure on 'courts of law' in the previous year was raised by the appointment of an additional judge of the High Court and by a number of important cases in which barristers and pleaders were retained for the Crown. These conditions did not recur in the year under review and charges under this head were consequently lighter. A reduced jail population and cheaper rates for good grains diminished the cost of jails. The decrease under 'education' is only apparent and the real expenditure under this head was higher by 3½ lakhs than in 1908-09. 'Medical' charges were lightened by the much smaller expenditure on plague and the closing of famine hospitals. The large fall under 'miscellaneous' was due entirely to the fact that remissions of agricultural advances were far fewer than in the previous year, while 'minor irrigation works' cost less owing to a reduction of expenditure on the Bundelkhand tank works. The increase under 'excise' has already been explained. The introduction of further reforms raised the cost of the police, while damage to the Dun and Eastern Jumna canals by floods necessitated an increased outlay on 'major irrigation works.' The expenditure of 2 lakhs on the agricultural and forestry courts in the United Provinces Exhibition, the appointment of an inspector of factories and larger outlay on agriculture were the main causes of the rise under 'scientific and minor departments.' Larger grants to municipalities and district boards raised the cost of 'civil works in charge of civil officers,' while the increase under the departmental head of 'civil works' was due to various costly items such as 1,90 paid for the Canning college buildings at Lucknow, 95 for additional police buildings and nearly 90 for land and buildings in furtherance of various educational projects.

Expenditure.

Actual receipts and charges show the following variations from the budget estimates of the year :—

		Budget.	Actuals.	Difference.
Provincial budget.	Opening balance	... 30,00	30,09	+9
	Receipts	... 5,60,10	5,70,61	+10,51
	Expenditure	... 5,57,30	5,50,16	-7,14
	Closing balance...	... 32,80	50,54	+17,74

229. The principal improvement in income was one of 5,20 under 'stamps,' but there were also substantial increases under 'land revenue,' 'assignments from the Government of India,' 'registration,' 'courts of law' and 'miscellaneous,' whilst notable decreases occurred under the heads 'excise,' 'forests' and 'jails.' The reasons for the more important variations from the estimates framed at the beginning of the year will be found in the appropriate sections of this report. The increase under the head 'assignments from the Government of India' was due to a specific grant of Rs. 2,00 for tank works in Bundelkhand and various adjustments of other assignments. The difference between actual and estimated expenditure was due to a number of causes. The provision for famine relief and remission of advances was scarcely required and there were considerable savings under 'courts of law' and 'medical,' though these were to some extent balanced by increases under 'scientific and minor departments,' 'civil works in charge of civil officers' and 'departmental civil works.' The reasons for these differences have been explained above. The year ended with a closing balance 17,74 in excess of expectations and 30,54 above the prescribed minimum.

48—Local Revenues.

(For details see the accounts of excluded local funds and the review of the local and district boards for 1909-10.)

230. The opening balance of excluded local funds was Rs. 29,16,177. Receipts totalled over 110 $\frac{3}{4}$ lakhs and expenditure amounted to 110 $\frac{1}{4}$ lakhs, leaving a closing balance of Rs. 29,58,047. The principal sub-heads were district, cantonment, town and bazar, police and education funds. The finances of district boards are dealt with elsewhere in this report. The income and expenditure of cantonment and police funds did not differ materially from that of the year preceding. Town and bazar funds had an income of 4 $\frac{2}{3}$ lakhs and an expenditure of over 3 $\frac{3}{4}$ lakhs. The only items of importance in the education fund was the account of the Canning college which had an income of over 1 $\frac{2}{3}$ lakhs and an expenditure of 1 $\frac{1}{4}$ lakhs.

49—Municipal Funds.

(For details see the review of municipal administration for 1909-10.)

1. The opening balance of municipal funds was Rs. 21,58,705. It amounted to Rs. 67,13,946 and expenditure to Rs. 67,48,230. The difference between these totals was 3 lakhs more, and the latter 3 lakhs less than the corresponding figure for the preceding year. The closing balance was Rs. 344.

CHAPTER VI.—VITAL STATISTICS AND MEDICAL SERVICES.

50—Details of census.

(See under chapter I of the report for 1901-02 for details of the last census.)

51—Births and deaths.

(For details see the annual report of the Sanitary Commissioner and the tables under *Vital Statistics, Part V, Statistics of British India.*)

232. The number of births recorded in the year 1909 was even smaller than the low number recorded in 1908: the totals were 1,589,196 and 1,786,702 for the two years respectively. The birth-rate declined from 37·46 to 33·32 per mille and compares very unfavourably with the average for the quinquennium 1904—08, which was 41·35. The cause was the lessened vitality of the population resulting from the epidemic of malaria during the last quarter of 1908. The lowest monthly birth-rates in the year were those for June and July which corresponded with the months of September and October 1908, when the epidemic was at its height. Immediately after July the birth-rate began to go up and by December had reached its highest for the year, the rise being most marked in the districts where malaria had been most severe. This was a hopeful sign indicating as it did that the recovery of the people had been more rapid than might have been expected. The proportion of male to female births was 108·7 to 100 or virtually the same as that of the preceding year. The number of districts recording birth-rates in excess of death rates was 12 as compared with 8 in 1908 and 23 in 1907. The highest birth-rate 46·97 was in Gorakhpur, and the lowest, 23·37, in Muttra. The birth-rate in municipalities fell again to 32·80. Shahabad had the highest rate, whilst Mussooree, Brindaban and Naini Tal had the lowest owing to the floating nature of their population. Births.

233. The number of deaths recorded during the year was 1,781,069, representing a death-rate of 37·34 per mille. Both these figures, as was indeed to be expected, shew a very substantial decline from the extremely high figures of 1908: but even so, the excess of deaths over births was 4 per thousand of the population and in 36 districts the death-rate exceeded the birth-rate. A comparison with the mortality records of other provinces shews that the United Provinces still hold the unenviable position of first on the list, and that too by a wide margin: for the two next highest death-rates recorded, those of Eastern Bengal and Assam and the Central Provinces, were only 33·9 and 33·1 respectively. Twenty-three districts recorded a death-rate above the provincial mean, Shahjahanpur with 49·08 and Azamgarh, with 48·55 having the highest. Fever was mainly responsible for this, but in Azamgarh plague, cholera and small-pox were all contributory causes. The lowest death-rates were recorded by Dehra Dun with 26·63, Almora with 28·19 and Banda with 28·57. The mortality in municipalities has been already discussed in chapter III. It was in practically the same ratio, 37·52, as that of the province as a whole and shewed a gratifying decline from the high figure, 49·62, of the previous year. Balrampur with 67·63 and Kosi with 61·10 had the highest death-rates. In the case of Balrampur, this was due exclusively to fever, but Kosi suffered severely from plague as well. Excluding the hill stations, the lowest municipal death-rates were recorded by Sardhana (16·44) and Allahabad (17·12.) Deaths.

The infantile mortality of the year, 241 per mille, though much lower than that of the preceding exceptional year, was still somewhat higher than the average, 229, for the decennium 1891—1900. This rate was moreover the highest recorded in India, the next highest, 229, being that of the Panjab. A lady doctor, with two trained native nurses, was appointed in July 1909, to investigate further the causes of infant mortality at Cawnpore. The inquiry shewed that tetanus or other septic disease was very largely

Registration
of vital
statistics.

responsible for the high mortality amongst infants, the prevalence of such diseases being entirely due to the unclean methods employed by the untrained attendants at confinements. The question of training midwives and of inducing them to adopt more cleanly methods is engaging the attention of the Government.

234. The Deputy Sanitary Commissioners tested nearly 7,000 birth and death entries and detected 574 omissions, which is a considerable improvement on last year's results. Medical officers and practitioners tested 8,876 deaths, while the local authorities tested 255,544 births and 254,085 deaths, both of which totals are lower than those checked in the preceding year. The percentage of error discovered was rather more than 4. It is unsatisfactory to record that testings by vaccinators decreased by over 100,000 to 562,551.

Cholera.

235. The mortality from cholera was comparatively small during the year, only 21,823 deaths being recorded, a drop of over 61,000 from the total of the preceding year. The death-rate from this cause for the year was less than one-third of the quinquennial average. The only serious outbreak during the year was one which occurred at the Adhkumbh fair in April at Hardwar. Despite the efforts of the sanitary authorities the departing pilgrims carried the disease away with them and the whole pilgrim route in the hills became infected. This accounts for the severe mortality from cholera of 4 and 3 per mille in Garhwal and Almora respectively, which were the highest rates recorded in the province. Among towns Sahatwar with 18.73 and Bansdih with 9.38, both in the Ballia district, had the highest death-rates from this disease.

Small-pox.

236. Small-pox caused only 5,907 deaths in 1909, a decline of over 54,000 as compared with 1908. The death-rate from this disease was only .12 or rather less than the average, .21, for the quinquennium 1902-06, a better period to take for comparison than the years 1904-08 in which occurred the unusually high mortality from small-pox during the famine. The disease was nowhere prevalent and eight districts were quite free from it, whilst in each of twenty more the deaths from small-pox did not exceed ten. The activity of the disease was confined to the eastern districts, Mirzapur with 1.06 and Azamgarh with 1.01 having the highest death-rates. Among the towns Ahraura in Mirzapur and Mau in Azamgarh showed the highest mortality.

Plague.

237. In August 1909, the position of the province as regards plague was reviewed by the local Government and, since for some time the mortality due to it had been slight and the disease appeared to have lost much of its virulence, it was thought that some of the special arrangements made to combat it might be discontinued. Unfortunately these hopes were unfounded and plague has caused a largely increased number of deaths, especially at the close of the year. The mortality in 1909 was 38,394 as compared with 22,878 in the preceding year. The four most easterly districts in the province, Ballia, Azamgarh, Ghazipur and Gorakhpur contributed over two-thirds of the total number of deaths recorded, Ballia being by far the most severely affected, with 15,354 deaths and a rate per mille of 15.54. Bansdih, in the Ballia district, also had the highest death-rate (21.95) from this cause among the towns. Urban areas showed a mortality of .91 and rural tracts one of .80 as compared with .70 and .46 in 1908.

Fever.

238. The number of deaths from fever was 1,475,570, a drop of very nearly half a million from the unprecedented figures of the previous year. The death-rate from the disease was 30.94 which is slightly higher than the quinquennial average. The highest mortality was recorded in January since the effects of the epidemic of malaria continued after the close of 1908. Mainpuri, Hardoi, Shahjahanpur and Bareilly, with death-rates between 41 and 43 per mille, were the districts most severely attacked: Garhwal, Almora, Ballia and Dehra Dun escaped most lightly. Among towns Balrampur, with a rate of 58.18, had far the highest mortality from this cause, whilst Deoband, Aonla, Khurja, Sherkot and Sandila all had rates above 40 per mille. Two special officers were engaged during the year in an enquiry into the special causes underlying the prevalence of malaria in parts of the province. Instructions were issued by the Sanitary Commissioner to all municipal boards with

regard to the treatment of tanks and ponds with kerosine oil so as to prevent mosquitos breeding in them: and a supply of the fish known as 'millions' which are reputed to feed voraciously on the eggs and larvae of mosquitos, was obtained from England. They are now at Calcutta and will be experimented with as soon as they have sufficiently increased in numbers for the purpose. A committee was appointed during June to consider various questions connected with the sale and distribution of quinine. In the succeeding month orders were issued having as their object to secure early notification of any sudden increase of the disease, to provide for free distribution of quinine where necessary, to insure the presence of a reserve stock in the province sufficient for any emergency and to improve the agency for distributing the drug.

The total quantity of quinine distributed at Government expense was 1905 lbs. while 525 lbs. were distributed by district boards. Nearly 2½ millions of powders were sold through the various agencies employed.

239. Enteric fever again broke out at Naini Tal, 23 cases occurring amongst Europeans and 45 amongst Indians. Deaths from dysentery and diarrhoea numbered slightly over 14,000, Garhwal and Almora being the districts chiefly affected. Respiratory diseases were responsible for over 16,000 deaths, a considerable decrease as compared with the total of over 20,000 in 1908.

Other diseases.

240. Deaths from injuries numbered 24,616 against 27,027 in the previous year. There were 2,900 suicides during the year, the proportion of female suicides to males being roughly three to one. Snakes and wild beasts were reported to have caused 5,205 deaths as compared with 5,272 in 1908.

Injuries.

241. The deaths from all other causes declined from 311,138 in 1908 to 184,113 very largely owing to the decreased mortality from measles.

All other causes.

52—Emigration and Immigration.

(For details see the annual reports on the working in the United Provinces of the Assam Labour and Emigration Act of 1901 for 1909-10, on emigration from the port of Calcutta to British and foreign colonies for 1909 and the tables under head Emigration, Part V, Statistics of British India).

242. Labourers under chapter IV of the Assam Labour and Emigration Act were recruited by garden sardars in three districts. There were 471 emigrants from Ghazipur, 53 from Azamgarh and 105 from Allahabad. In all 843 persons were recruited against 960 in the previous year. The decrease in number was ascribed to the prevalence of plague in Ghazipur and the absence of any stimulus from famine. Under chapter V of the Act, 480 labourers were recruited, 15 from Ghazipur, 250 from Basti and 215 from Fyzabad. The number was much greater than last year when only 89 labourers were recruited, and it appears that recruitment under this chapter is becoming more popular owing to its freedom from formality and expense.

Inland emigration.

243. Out of 8,686 emigrants to the colonies the United Provinces provided 7,442, Fyzabad with 2,232, Basti with 1,727, Gonda with 1,395 and Cawnpore with 1,375 supplying the greatest number. The colonies to which they went were Demerara, Trinidad, Jamaica, Fiji and Surinam. The number shows a decline from the previous year when 9,587 emigrants left this province.

Foreign emigration.

244. There are no statistics of immigration.

Immigration.

53—Medical Relief.

(For details see the annual report on the administration of Civil Hospitals for 1909, and the table under head Hospitals, Part V, Statistics of British India).

245. Twenty new dispensaries were opened during the year and two were closed, bringing the total to 546. The number of patients treated at dispensaries and hospitals shewed a gratifying increase of over 2½ lakhs to 49,36,599. The attendance at female dispensaries again rose from 414,747

Dispensaries.

Diseases.

to 446,646. The percentage of deaths among cases treated, was just under 5. The number of cases relieved was considerably higher, of those cured a little lower, than in 1908. The operations performed decreased slightly in number from 1,91,180 to 1,88,045.

246. Malaria shewed the greatest rise in the number of cases treated, which went up by nearly $1\frac{1}{4}$ lakhs. Other specific diseases shewed a general rise, but none call for any remark.

Lady doctors.

247. The number of visits paid by lady doctors and female hospital assistants was 6,306, or virtually the same as in the year preceding. The number of midwifery cases remained almost unaltered at 717.

Financial.

248. The total income of hospitals and dispensaries in 1909 was Rs. 17,87,092 an increase of over $3\frac{1}{2}$ lakhs. Their expenditure amounted to Rs. 14,12,761, leaving a closing balance of nearly $3\frac{3}{4}$ lakhs. Local fund contributions rose by over Rs. 85,000 to Rs. 7,79,628 and municipal contributions from Rs. 1,08,971 to Rs. 1,11,540. Subscriptions from Europeans shewed a small decrease, but those received from Indians rose considerably. Nearly $4\frac{3}{4}$ lakhs were expended on new buildings and repairs, two special grants being received from the Government for improvements to dispensaries. The amount of invested capital at the end of the year was Rs. 14,90,161.

General.

249. In pursuance of instructions from the Government of India the pay and prospects of civil hospital assistants have been considerably improved and their designation has been altered to sub-assistant surgeon.

54—Sanitation.

(For details see the annual report of the Sanitary Commissioner for 1909 and of the Sanitary Engineer for 1909-10 and the tables under head Area, Population and Public Health, Part V, Statistics of British India.)

Municipalities.

250. Many valuable sanitary improvements were carried out during the year. Municipalities spent on an average 43 per cent. of their income on sanitary charges such as plague measures, conservancy, water supply and drainage, nearly 7 lakhs being expended on sanitary works executed under the supervision of the government Sanitary Engineer. The annual maintenance charges for water works in the eight municipalities where they exist amounted to over $4\frac{2}{3}$ lakhs. All the water works stations performed well. There were no serious accidents and the supply of water was kept up regularly. The consumption of water per head of the population varied from over 20 gallons daily at Cawnpore and Benares to 7 at Lucknow, Meerut, Mussooree and Naini Tal. Many samples of water were examined by means of chemical and bacteriological tests, with generally satisfactory results.

Schemes connected with drainage made great progress during the year and works estimated to cost nearly 17 lakhs were begun, while other projects, representing a probable expenditure of over $8\frac{1}{2}$ lakhs, were finally sanctioned. Drain lengths of 150 miles at Lucknow and over 50 miles at Benares and Cawnpore were flushed daily. At Benares nearly three-quarters of a lakh was spent on conservancy. At Lucknow the work of opening up certain insanitary quarters of the city and constructing new roads through them was begun, whilst over a lakh was spent on new drainage works. The building of two new municipal markets was nearing completion and a considerable sum was spent on improvements to the slaughter-houses. Other sanitary works, such as paving, drain-making and provision of conservancy carts, dust bins and incinerators, absorbed large sums in Cawnpore, Agra, Allahabad, Meerut, Dehra and Naini Tal.

Fairs.

251. The large fairs of the year all passed off without any epidemic disease making its appearance with one exception. This was the Adhkumbh fair at Hardwar where cholera broke out and, despite every precaution being taken and every effort made by the authorities, carried off 156 lives during April. At the Magh mela in Allahabad one case of cholera and one of small-pox occurred, but neither disease spread. All the fairs were attended

by either the Sanitary Commissioner or the Deputy Sanitary Commissioner or both.

252. Nine meetings of the Sanitary Board were held during the year, at which projects with estimates amounting to Rs. 15,69,080 were considered and approved.

Sanitary
Board.

55-Vaccination.

(For details see the annual report on vaccination for 1909-10 and the tables under head Vaccination, Part V, Statistics of British India.)

253. The number of vaccinators employed in the province during the year was 931 against 927 in 1908-09. Otherwise there was no change in the constitution of the vaccination department. The expenditure on vaccination fell by Rs. 6,000 to Rs. 1,71,345, the decrease occurring under all heads.

Establishment
and charges.

254. The number of persons vaccinated shewed a further decline from 1,456,785 to 1,386,360, accompanied by a similar diminution in the number of successful primary vaccinations, and re-vaccinations. This decrease must be attributed to the ill-health of the population consequent on the malaria epidemic which continued on into the early months of 1909 and to the low birth-rate of the year.

Vaccinations.

The percentage of successful cases, as far as could be ascertained, was 97·5 for primary vaccinations and 82·5 for re-vaccinations, which are better results than those attained last year. The average cost of each successful vaccination was two annas one pie or precisely the same as in the preceding year.

255. The number of tubes of lymph issued from the Patwa Dangar dépôt increased by 6,000 to 249,974 and the bulk from 8,806 to 9,147 grammes. The income decreased from Rs. 8,572 to Rs. 8,527 but lymph to the value of Rs. 7,721 was supplied free to the army, to district superintendents of vaccination for district use, to charitable institutions and to jails. The number of vaccinations performed with calf lymph rose very greatly during the year and it is hoped in time to abolish arm to arm vaccination altogether.

Lymph.

CHAPTER VII.—INSTRUCTION.

56—General System of Instruction.

(See page 60 of the report for the year 1901-02.)

57—Education.

(For details see the annual report on public instruction for the year 1909-10 and the tables under head Education, Part VII, Statistics of British India.)

General.

256. The year was not remarkable for any great advance in the educational department and in some branches of its work actual retrogression took place. The results of several public examinations were decidedly disappointing and primary education as a whole experienced a serious setback. The provincialization of high schools could not be effected pending the grant of the Secretary of State's sanction, but this was received after the close of the year and the reform was carried out in July 1910. Private munificence continued to support the cause of education and several most praiseworthy instances of generous gifts and endowments for schools and scholars were recorded during the year.

Number of institutions and scholars.

257. There was a fall of 460 in the number of educational institutions to 15,620, the decrease being found in public no less than private schools. The former declined by 316, the latter by 144. The number of scholars of all kinds went down by over 10,000 to 647,581. The causes of this decline will be found discussed below. It was entirely confined to primary schools, and in almost all other directions there was a rise in the numbers both of institutions and students. The percentage of scholars to the population of school-going age fell by .15 and was $16\frac{1}{2}$ for boys and $1\frac{1}{2}$ for girls. Benares, as usual, headed the list for boys with a percentage of .33 and in nine districts, as compared with six in the preceding year, a percentage of 20 was exceeded. In the case of girls over 3 per cent. was recorded in six districts but no less than seventeen districts had a percentage below unity.

Expenditure.

258. The expenditure on education from all sources amounted to Rs. 98,22,617, a rise of $8\frac{3}{4}$ lakhs on the total of 1908-09, which gives an average of over 3 annas per head of the population. Direct expenditure amounted to $56\frac{1}{2}$ lakhs, $35\frac{1}{4}$ lakhs coming out of public funds, which also contributed over two-thirds of the indirect expenditure. The charges for education against provincial funds amounted to Rs. 30,86,338, excluding $7\frac{1}{4}$ lakhs contributed to district boards, but of this sum nearly 10 lakhs are not shown in the Accountant-General's returns under 'Education' having been debited under different heads of account.

Examinations.

259. The number of candidates for the master's degree was smaller than in the preceding year but the successful candidates were more numerous. In most of the other university examinations the number both of candidates and passes showed an increase. But the percentage of failures in several examinations is still high. For instance, only 195 out of 533 candidates satisfied the examiners in the B. A. examination, whilst of 126 aspirants to the degree of B. Sc. only 47 were successful. In the matriculation examination a rise in the number of candidates was accompanied by a sensible fall in the percentage of passes. But better results were obtained in the vernacular final and primary examinations, 5,804 and 18,860 candidates being successful out of 7,808 and 25,036 who entered for these examinations respectively. The first examination for the school-leaving certificate was held during the year. The numerous difficulties which arose in connection with it were successfully disposed of and the examination went off without a hitch. Of 325 students who presented themselves, 137 passed, nineteen of whom were placed in the first division. The effect of this innovation has been to raise the methods and ideals of education and to produce more thorough work on the part no less of teachers than of pupils.

260. The most notable event of the year for the University has been the inauguration of buildings for its accommodation, of which it has hitherto been sadly in need. On the initiative of Sir John Hewett, the present Chancellor, a building committee was appointed, plans prepared and an appeal for funds promulgated which met with a ready response. On January 17th, 1910, His Honour the Lieutenant-Governor laid the foundation stone of the Senate Hall. The cost of this building with a law college and library, is estimated at about 10 lakhs, of which about 7½ lakhs have been either collected or promised.

Meanwhile the finances of the University are in a precarious condition. There has indeed been an increase of Rs. 12,000 in fee income, but the recurring expenditure exceeded the recurring income by Rs. 4,000. This is the more serious in that recurring expenditure will be certain to expand largely as soon as the new buildings are completed. In fact an endowment fund for general purposes is a crying need of the University.

The more important measures introduced during the year were the institution of a register of students, the creation of a faculty of medicine and the grant of facilities to female candidates at matriculation. The higher grade training college at Allahabad was affiliated for the degree of Licentiate in Teaching; the temporary affiliation of the Hislop college at Nagpur was extended for a year whilst that of the Central Hindu college at Benares was made permanent.

The number of students attending colleges, excluding European classes, rose by 5½ per cent. to 2,920, which represents a normal rate of expansion. But it must be remembered that there are now more than twice as many college students as there were in 1902, and this fact would alone suffice to show how great a strain is put on the organisation of colleges to meet the demands upon them. During the year eleven new professors, lecturers and demonstrators were appointed, no less than five of them being for the Canning college in Lucknow. Much has been done to improve accommodation for students during the year. At Agra the separation of the college and collegiate school has taken place, the latter having been converted into a government high school with new school buildings. Scientific laboratories have been built or acquired at Allahabad, Agra, Bareilly, the Ramsay college, Almora, and Gorakhpur. The Canning College at Lucknow is being located in completely new buildings with a large hostel and up-to-date laboratories possessing appliances of every kind. The number of boarders again rose from 1,296 to 1,378, with the growing popularity of the hostel system. New hostels were either completed, planned or under construction in several places.

The number of recognised oriental colleges rose from 7 to 13 and of students from 769 to 1,247, the Sanskrit college at Benares being in a particularly flourishing condition. The law school again achieved excellent results. In the previous examination 59 out of 78 candidates, and in the final LL. B. 42 out of 59 were successful. At the Thomason civil engineering college all the new buildings were complete and on October 27th, 1909, the Lieutenant-Governor opened all the new laboratories and installations. The number of students at the beginning of the year was 544.

261. Secondary schools for Indian boys rose by two to 530. Anglo-vernacular high schools increased from 94 to 99, while English middle schools declined in consequence from 70 to 66. Vernacular middle schools shew a nett increase of one. The enrolment in high schools rose by 3,412 to 39,016, whilst the number attending vernacular middle schools was 44,391, an increase of 2,439.

Expenditure on high schools rose by 1½ lakhs to 13½ lakhs, the average cost per scholar being Rs. 34-11-0, of which he contributed little more than Rs. 14 in fees. The cost of vernacular middle schools increased a little to 4½ lakhs, each scholar paying Rs. 2-4-0 out of Rs. 9-8-0, the cost per head of the instruction given. Scholarship charges fell by Rs. 2,500 to Rs. 95,427, but district boards spent nearly Rs. 8,000 more on this object than they did in the previous year.

Great activity in the construction of new buildings or extensions was manifested throughout the year all over the province. A fine example of

Primary edu-
cation.

private generosity was given by a lady, Musammat Rankali, who built and equipped a High School at Chandausi as a memorial to her deceased husband. The question of providing hostel accommodation for boarders at secondary schools is receiving its share of attention, and endeavours are being made to work up to the growing demand for them.

262. The number of primary schools for boys has fallen to 9,267 or 331 less than in the previous year. There was a corresponding decrease in the enrolment, which fell from 461,600 to 443,573. The reasons for this retrogression are not easy to assign with any certainty. Too rapid expansion in recent years is the cause to which it has been mainly attributed and it is undoubtedly the case that many district boards allowed their zeal to outrun their discretion with the result that too many of the new schools opened did not supply a real need or had other seeds of failure latent in their constitution. Besides this some boards added so rapidly to their recurring expenditure as seriously to jeopardize their finances. The pendulum has now swung in the opposite direction and boards have in some cases been compelled to reduce their outlay, whilst in others they have found it expedient, on the score both of economy and efficiency, to close some of their unsuccessful schools. Looked at in this way the process, though undesirable in itself, may have a happy augury for the future, since boards may be expected to have learnt a lesson in educational policy which will save them from committing such errors again. Other causes too have been at work in reducing the number of scholars. There is no doubt that stricter supervision has resulted in a reduction in the proportion of fictitious entries, whilst in some districts the prevalence of plague, in others the imposition or the enhancement of fees, has had an adverse influence on the returns from primary schools. Nor is the decline universal. In Kumaun the number of scholars was stationary, while in three districts a substantial increase was recorded; and it is significant that it was the Benares division, where expansion had previously been most rapid, which has witnessed two-thirds of the recent decline. But after all this has been said the possibility must be faced of there being some more general and deepseated influence at work in retarding the spread of primary education, some radical defect, it may be, in the system of instruction given. It will be necessary, by means of a searching enquiry, definitely to settle this point before allowing the present system to continue unmodified.

Direct expenditure on primary education for Indian boys fell by Rs. 30,000 to 15½ lakhs. In view of the smaller number of schools this means that more money was spent proportionately on each, owing to payment of better salaries and the employment of more masters. Both the number of candidates and of passes in the upper primary examination exceeded those of the previous year which can only be the result of more efficient instruction. It is also gratifying to find that the proportion of scholars in the upper primary classes is slowly rising. This was noticeable in every division, and for the province as a whole the proportion of boys in the upper to those in the lower stages was rather more than one to eight, as against one to nine in the previous year.

Training and
supply of
teachers.

263. Six students were sent to the training class at Sanawar in the Panjab to be instructed in the art of teaching in European schools, while thirteen candidates passed from the training classes for mistresses at Mussooree and Naini Tal. In the higher grade college at Allahabad for training masters in anglo-vernacular schools 26 students completed the course, one being a M. A. and the rest B. A.s. Of these 22 qualified for the degree of Licentiate in teaching, seven being placed in the first division. The college is not full but has made a good start. In the lower grade training college at Lucknow for undergraduates there were 45 students on the roll, of whom 38 presented themselves at the anglo-vernacular teachers' certificate examination and 36 passed. In the six normal schools for teachers in primary and secondary schools 467 students were trained, whilst 625 teachers passed through the special training classes. In the vernacular teachers' certificate examination 159 out of 226 candidates passed. The work of these trained teachers is now beginning to exercise a most beneficial effect

on the general standard of instruction in primary schools. There were 281 women under instruction in training classes and institutions for mistresses as against 217 in the year preceding. The report on the Government female normal school at Lucknow was a record of good work and steady progress.

The problem of the teaching staff is solving itself satisfactorily in vernacular middle schools where the supply of men trained in normal schools is almost up to the demand : but in high schools great difficulty in improving both the quantity and quality of the teachers is still experienced. A large proportion of the teachers of English are without proper training or qualifications, and till this state of things is rectified complaints regarding the standard of English acquired at these schools can hardly excite surprise.

In district board primary schools a slow but steady improvement is taking place both in the number and efficiency of the teachers, while the proportion of trained men is gradually rising. Boards now universally recognise the paramount necessity for doing all in their power to improve the pay and prospects of these men. In comparison with those managed by district boards aided schools are much worse off, and it can still be said of them that they are a dumping-ground for incompetent teachers. But with the very limited funds available it is impossible to make improvements in every direction at once ; and, as boards have learnt by recent and bitter experience, it is better to make real progress slowly than to launch out into large schemes of improvement for which, after they have been started, funds are found to be insufficient.

264. The despatch of the Secretary of State regarding the proposed scheme for industrial and technical education in the province was received in July 1909. It provides for the creation of a post of director of industrial enquiries and inspector of industrial schools, and for the raising of the Roorkee college to the research standard. Industrial schools at Gorakhpur and Cawnpore, a school of design at Lucknow, a weaving-station at Benares, a leather school and a carpentry school at Bareilly were approved, as well as large extensions to the industrial school at Lucknow. But the proposed institute of chemical technology at Cawnpore was postponed. The schools at Lucknow, Bareilly and Gorakhpur and the weaving-station at Benares have already been built. The industrial school at Lucknow has now got settled into its new workshops. A salutary change there was the closing of the preparatory classes, which has resulted in a decrease in number from 325 to 134, and the exclusion of a number of small boys, whose presence was a clog upon the proper work of the institution. The night schools there continued to be popular among the men of the railway workshops. The medical school at Agra had an uneventful year, the number of students remaining virtually the same. At the Cawnpore agricultural college the enrolment was 143, and 32 out of 40 candidates received diplomas at the final examination. The railway night schools at Lucknow and Jhansi continued their useful work, though a further slight decrease occurred at the former place. At the Reid Christian college, Lucknow, over 150 students underwent a course of commercial education in shorthand, typewriting and book-keeping. The training is very practical and the course popular.

Technical
education.

265. Institutions for the education of females have increased from 1,254 to 1,266, but the number of scholars has dropped from 49,478 to 46,188. But as there has been a fall of over 4,600 in the lower primary section consequent on a further exodus of small girls from boys' schools, there has actually been an increase of about 1,000 scholars in girls' schools proper. The status of students also has improved : there were 85 more in the secondary stage and 500 more in the upper primary. Four new anglo-vernacular and there new secondary vernacular schools for girls were started during the year. The Isabella Thoburn college had an excellent examination record and maintained its high scholastic position. In the secondary stage the great majority of students are native Christians in missionary schools which showed a steady improvement. Primary education made very little headway, though the number of schools rose from 930 to 936. The great decrease in the number of scholars has already been noticed. This was due partly to the stoppage of the capitation grant for girls in boys' schools and partly to

Female
education.

the removal of fictitious entries from the registers. Reports of passive indifference and even active hostility on the part of the public to the movement continue to be made, and it would almost seem as if little or no perceptible advance had taken place. There are however signs that in a few districts real progress is being made, especially in the west of the province, where female education is less thinly diffused than in the east. The main difficulty is, of course, the supply of teachers, and once again all reports comment on the difficulty of striking the mean between the decrepit pandit and the incompetent mistress. The work of the inspectresses has been excellent and they have carried on their uphill struggle in the face of numerous discouragements and difficulties with most praiseworthy zeal. The creation of two more inspection circles will lighten the responsibility of the individual inspectresses and increase the efficiency of their control over the teachers.

**Education of
special classes.**

266 The average number reading in the college classes for Europeans and Eurasians rose from 23 to 26. Secondary schools for girls diminished by one owing to the closing of the middle section of the railway school at Gorakhpur and primary schools also lost one of their number by the closing of the railway school at Gonda. The enrolment in secondary schools fell by $4\frac{1}{2}$ per cent. but the aggregate number of scholars in all institutions went up from 4,395 to 4,492.

The percentage of Muhammadans to the total number of scholars rose slightly to 18·8. Progress was as usual most rapid in collegiate and secondary education, in which the percentages went up to 25·8 and 21·2 respectively. The enrolment at the Colvin Taluqdars' school in Lucknow increased from 46 to 64 which is the highest number on record. An European vice-principal was appointed during the year and a memorial hall opened, which will be a useful addition to the buildings.

**Physical
training.**

267. It is reported from the high schools that a tendency to confound athletics with athleticism is manifesting itself and that games are being played too much for the sake of tournaments and too little for that of sport. This tendency and the expense attending participation in organised leagues and tournaments has caused more than one head master to view them with disfavour. It should not however be difficult to check this undesirable result of athletic rivalry and secure the advantages of healthy sport without the drawbacks of an excessive cult of the successful athlete. In vernacular schools drill and calisthenics form the staple physical exercises. Gymnastics are not usually practised much except by a few boys with an exceptional aptitude for the somewhat acrobatic performances aimed at by the instructors. Native games, such as wrestling, are generally popular, and have the advantage of requiring little space and no expense. District tournaments are getting more common and their popularity is on the increase.

58—Literature and the Press.

(See tables under head *Printing Presses and publications, Part VII, Statistics of British India.*)

**Literary
publications.**

268. There was in 1909 a marked increase in the number of publications, there being 1,988 as compared with 1,433 in the previous year. The increment was shared by every branch of literature. The number of periodicals almost doubled and religious writings alone shewed a comparative decline. Works in Urdu were fewer than in the preceding year, whilst English and Hindi productions were much more numerous. There was a remarkable profusion of Bengali publications, mostly at Allahabad, many of them being political and some of an objectionable character. The decline in the amount of new religious literature is significant since it has been going on for the last four years. It would seem that the demand for it is slackening. It is however gratifying to note a distinct falling off in the polemics on this subject, though some of the pamphleteers of the Arya Samaj were again remarkable for the violence and bitterness of their treatises. In the domain of history and geography there was considerable activity, but few works, save one or two by Musalman authors, were of any note. Only one scholarly work on biography, a new edition of the *Bhaktamala* of Nabha Das Swami, made its appearance. A life of Hafiz by Maulana Hafiz Muhammad Aslam of

Aligarh and one of Sir Jang Bahadur of Nepal by A. C. Mukarji may also be mentioned. Numerous political biographies of 'patriots' were typical of the period. Another sign of the times was the increasing number of text books for girls and works on female education generally, none of which can be commended for their excellence. Two notable contributions to scholarship were the *Shu'ara-ul-Ajam*, a history of Persian poetry by Maulvi Shibli Nomanî and the *Banga Bhaṣa wa Sahitya*, a treatise on the language and literature of Bengal by Babu D. C. Sen. Metrical works have grown largely in quantity of late years, but no corresponding advance in quality is discernible. Their subjects are largely erotic and too often immoral, whilst poetry on social subjects frequently degenerates into pedantry and platitude. Drama again obtained a wide popularity amongst authors and publishers, but none of the modern plays were of conspicuous merit, most of them being little better than dull and inartistic tracts on unpromising subjects. The fiction of the year, which was nearly double as great as that of the preceding, was little better. Even the historical novel was coloured by the introduction of modern nationalist views, and religious fiction did not escape from that arid dulness which besets this form of art. The increase in the output of scientific books does not connote, it would appear, much advance in the scientific spirit. The value of an original work on chemistry and of a handbook of political economy was discounted by the Swadeshi ardour of their authors, which vitiated the vocabulary of the one and the subject matter of the other. A volume on mechanics, the *Baharistan-i-Engineering* by Girdhari Lal Saksena, claimed to be the first of its kind in Urdu. Legal literature was mostly represented by reprints, but the index of cases judicially noticed compiled by Mr. Raj Kishore and Mr. C. D. Banerji's treatise on the law of insolvency are both meritorious productions. Amongst magazines there was little to attract attention except the commencement of some periodicals for ladies. Eleven books on specifically political subjects were registered, three of which were entirely loyalist and only one an extremist publication. The general tone of these books has grown much milder, doubtless owing to the measures recently adopted by the Government with the object of producing this result.

269. The number of newspapers and periodicals under review rose from 114 to 123. Of these 67 were printed in Urdu, 42 in Hindi, 9 in English and the remainder in Arabic-Urdu, Anglo-Urdu, Anglo-Hindi and Roman. The list of reported publications was swelled during the year by 31 papers, fifteen of them being in Hindi; but only five survived more than a few issues. The most important of the new papers was the *Leader* of Allahabad, an English daily voicing the policy of the Indian Congress party and conducted by a company entitled 'Newspapers Limited.' Among the new vernacular papers the *Karamyogi* was most prominent. It was an organ of the nationalist party, printed by the Prayag publishing company at Allahabad. The same city saw the commencement of two Hindi magazines for women, the *Stri Darpan* and the *Stri Dharm Shaishak*. Another important venture of the year was the issue of the *Pauji Akhbar*, a newspaper for native soldiers in Urdu and Hindi, by the Pioneer Press. The *Urdu-i-Mualla*, which after being 18 months in abeyance consequent on the conviction of its editor, was restarted in October 1909 avowedly on the same lines as before.

The Indian
Press.

270. The general tone of the press showed a marked improvement on that which prevailed in the preceding year. This was no doubt due in large measure to the salutary effect of the Indian Press Act, 1910, and the warnings issued to offending editors. The organs of the moderate or congress party were the *Hindustan Review*, the *Leader* and the *Advocate* in English, the *Zamana*, the *Hindustani* and the *Oudh Akhbar* in Urdu and the *Abhyudaya* and the *Samrat* in Hindi. The extremist or nationalist section of the press was represented by the *Karamyogi* and the *Hindi Pradip* in Hindi and the *Swarajya* and the *Urdu-i-Mualla* in Urdu. The editors of the *Karamyogi* and the *Brahman Sarvaswa* had to be warned during the year for publishing matter which offended against the provisions of the act just mentioned, whilst articles, objectionable in other ways, which appeared in the *Oudh Panch*

Its tone and
policy.

Topics under
discussion.

and the *Sar Panch* necessitated a similar rebuke to the editors of those periodicals. Only one press prosecution, that of the editor of the *Swarajya*, was instituted; and it resulted in his conviction and punishment under section 124A of the Indian Penal Code.

271. Little attention was paid to foreign politics beyond an occasional reference to affairs in Turkey and Persia, with the outstanding exception of the disabilities of Indians in the Transvaal in which Hindus and Muham-madans found a basis of agreement. The main topic of discussion, whilst its details were undecided, was the Indian Councils Bill. Regret was expressed at the rejection of clause 3 of the Bill by the House of Lords and the opposition to a proposal for an executive council in this province. After the passage of the Bill the deliberations on the detailed method of giving effect to its provisions were watched with great interest. In the main the final shape taken by the rules and regulations was approved, though objections were raised to their providing no control over finance. Exception was taken by the Hindu press to the difference between the qualifications for Hindu and Muhammadan voters and the composition of electorates was the subject of adverse criticism on the score that sufficient representation had not been given to the educated classes. A few papers endeavoured to fan the dying embers of the partition agitation into a glow, while the swadeshi movement received some support from the Hindu press. The treatment of political prisoners and the deportations of certain Bengali agitators were commented on, and the police received their usual meed of abuse, particularly on the subject of the surveillance exercised over political suspects. All sections of the press devoted a great deal of attention to educational matters. The administration of the Allahabad University came under criticism, objections being raised to the exclusion of English history from the curriculum and to the institution of the school-leaving certificate examination. Compulsory primary education at state expense was much discussed and its introduction into India was advocated. Regret was expressed at the refusal of the Secretary of State to sanction the Cawnpore technological institute. The convening of the cattle conference at Lucknow raised expectations in the Hindu press that measures to check cow killing might be promulgated, and its deliberations were attentively followed in consequence. Appreciation was expressed of the efforts being made by the Government to improve the supply of cattle and dairy produce and the summoning of the conference on malaria was also the subject of grateful comment in the press.

59—Literary Societies.

(See page 66 of the report for the year 1901-02.)

60—Arts and Sciences.

(For details see the annual report on the Lucknow museum for 1909-10.)

Re-organisa-
tion.

272. On the 11th May 1910 a Government resolution was published reviewing the past history of the Lucknow museum and laying down a definite scheme of operations for the future. In this scheme archaeology and numismatics, of which the museum possesses fine collections, take the first place, while zoology and industrial exhibits will be retained only until separate institutions can be established for their reception. A new committee was appointed to give effect to the scheme. The greater part of the Canning college building was vacated about March 1910, and the process of transferring the exhibits from the Lal Baradari to their new home has been begun.

General.

273. The acquisitions of the museum during the year numbered 822, of which more than half went to the library. The natural history section also received considerable additions, the most noticeable being a collection of birds' eggs. Eighty-seven specimens were added to the cabinet of coins, the greater number of which were presentations to the museum. The annual district shows at Hardoi and Allahabad and the Lahore exhibition all received exhibits on loan from the museum, while the curator, at the request of the

selection sub-committee, made a number of suggestions regarding the stone and metalware courts at the United Provinces Exhibition to which also a number of specimens were lent. The number of visitors to the museum during the year was 1,42,839 and the expense of maintaining the collections was Rs. 10,673.

CHAPTER VIII.

61—Archaeology.

(For details see the annual report of the Archaeological Surveyor, Northern Circle, for 1909-10 and of the Superintendent of the Archaeological Survey, Northern Circle, for 1909-10.)

Conservation.

274. The expenditure on the conservation of Muhammadan monuments amounted to Rs. 46,375 during the year. This great decline of over 50 per cent. from the sum devoted to this purpose in preceding years was due partly to the embarrassment of the Government after the heavy expenses of the late famine and partly to the large sum devoted to the construction of the museum at Sarnath, which absorbed funds otherwise available for conservation. The only large work in hand was at Akbar's palace in the fort at Agra. The eastern façade has now been restored to its original condition by opening up the double-storied open arcade which formed its central feature and closing some windows and doors of modern construction. The fountains in the Anguri bagh were repaired and the Amar Singh and Chittori gates restored, besides other works of minor importance. The conservation of the fort was nearly complete at the close of the year. Some petty repairs at the Taj Mahal were carried out and a large bronzed lamp, executed at Lord Curzon's order some years since, which is to be hung in the entrance gateway, was received. At Fatehpur-Sikri a brass hanging lamp has been suspended in the prayer chamber. Other works of repair and restoration were carried out, notably in the zanana garden to the north of Jodh Bai's palace. Over Rs. 1,000 were also expended in repairing the brick temple at Bhitargaon in the Cawnpore district. Under the Preservation of Ancient Monuments Act the Jaswant Singh-ki-Chattri in the Agra district, the temple of Radha Ballabh at Brindaban, and the Lakha Mandal temple at Khat Bander, with the Asoka stone at Kalsi in the Dehra Dun district, were taken under protection, and agreements transferring the charge of the Nandan Mahal at Lucknow and the Khanqah at Jaunpur to the Government were drawn up.

Exploration.

275. Very little exploration was carried out during the year. Some excavations were in progress at Bhita in the Allahabad district, and the site at Mora in the Muttra district was visited proposals being made to the Government for its excavation. The enthusiasm of Pandit Radha Krishna was responsible for the discovery of a number of sculptures and inscriptions in the Muttra district the bulk of which are now preserved in the Muttra museum.

CHAPTER IX.—MISCELLANEOUS.

62—Ecclesiastical Jurisdiction.

(See page 86 of the annual report for the year 1901-02.)

63—Ecclesiastical.

276. The year was uneventful.

64—Stationery.

277. The total value of stationery stores supplied to this province decreased slightly by not quite Rs. 2,000, to Rs. 4,21,412. The stationery issued to printing presses rose somewhat in value, while less was supplied to indenting officers. The decrease was shared by twelve departments and was in no case large in amount.

65—General Miscellaneous.

278. The receipts of the Government Press for 1909-10 fell by Rs. 2,736 to Rs. 1,47,529 while expenditure again decreased by Rs. 52,751 to Rs. 6,63,965. The value of the work done during the year amounted to Rs. 6,12,670. The number of pages composed was 111,680, the cost per page being Re. 1-4-10. Printing work to the value of Rs. 24,000 was given out to private firms. One thousand nine hundred and twenty-two books were received for registration and the copyright of 300 was registered. A new system of account was introduced in the department from April 1st, 1909, with new statistical statements, making detailed comparison with the work of former years impossible.

**Government
Press.**